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Results-oriented annual report (ROAR) for 2000

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Foreword by the Administrator

For the United Nations Development Programme to meet its commitment to playing a pivotal role in helping to meet the development targets set out in the United Nations Millennium Declaration, we must first ensure that our work is continually being refined and improved to maximize its impact. That is the overarching goal that underpins our commitment to results-based management and lies at the heart of this results-oriented annual report.

Although it is only the second report of its kind, ROAR 2000 clearly shows that this goal is now being realized where it matters most: in the field. And while the report is still obviously a work in progress, it has already demonstrated the real benefits and potential of this kind of systematic analysis in better planning, monitoring and assessing all our programme work. That is the only way to ensure that UNDP managers are continually able to align institutional strengths, resources and outcomes with real priorities in a fast-changing external environment.

The report itself is detailed and wide-ranging, giving a comprehensive analysis of trends and performance in all our key practice areas according to clearly defined criteria. However, three cross-cutting messages stand out. First, there is steadily growing evidence of tangible results being achieved in line with the broad goals set out in the UNDP Business Plans – spanning advocacy, analysis, advisory services and innovative pilot programmes. Second, developing country demand and our own experience and steadily improving knowledge-sharing capability is sharpening the UNDP upstream focus in key areas such as capacity development. Third, and perhaps most important, the report also shows that UNDP is already starting to respond systematically to some of the key concerns raised in the ROAR 1999 – demonstrating in practice how it can be used as critical tool to sharpen our focus and spread best practice.

But if the central message is that the wide-ranging transformation of UNDP has now started to turn us into a much more focused, efficient and strategic organization, the ROAR also identifies just how much remains to be done. Top priorities include further simplification of the results-based management system itself and its complete integration into management practices and tools. More must also be done to ensure that both headquarters and country offices take full advantage of the ROAR findings in addressing shortfalls in performance, fine-tuning and communicating organizational priorities and in working to bridge remaining gaps between stated intentions and internal capabilities. The ROAR itself, meanwhile, needs to continue to refine and improve its own methodology both in capturing results and making them more user-friendly.

The bottom line is that UNDP has made tremendous progress in integrating and mainstreaming the tools and ideas of results-based management into our day-to-day work, thanks in large part to the enormous effort and dedication of staff across the globe. If we are to accelerate and expand this process, further improving UNDP accountability and its capacity to design and manage partnerships and programmes, stable and consistent political support and funding as envisaged in the multi-year funding framework remains essential. Results and resources are two sides of the same coin. The absence of greater progress on the funding issue corrodes the ability of UNDP to meet the rising expectations of programme countries, donors and the public – just at the time when it is possible and necessary to do so much more through development cooperation.

With this report, UNDP has reached another milestone in its change process. There is still a long way to go. With the encouragement and support of all our stakeholders, I believe we have every chance of learning these lessons and seizing the new opportunities they have given us to achieve our shared goals.

Mark Malloch Brown

Mark Malloch Brown
Administrator

Introduction

The evolving development context

1. The global agenda was dominated in the year 2000 by concerns at the core of sustainable human development. The debate on the multilateral trading system following the World Trade Organization Seattle Ministerial Conference; meaningful debt reduction for the most heavily indebted poor countries; crises induced by conflict and their devastating consequences for poverty reduction, with a keener appreciation emerging of the development dimension of crisis and post-conflict situations; the need for urgent action to confront the HIV/AIDS epidemic; and extending the benefits of the information revolution to the developing world were the key issues.

2. Against this backdrop, the unprecedented consensus achieved at the United Nations Millennium Summit reaffirmed the importance of international cooperation at large and the multilateral system in particular for successfully tackling the expanding agenda of global concerns. By endorsing the target of halving the proportion of the world's people whose income is less than one dollar a day by the year 2015 and by calling for the design of a more inclusive process of globalization, world leaders emphatically called on the United Nations system for leadership and action.

3. The adoption of the development goals of the Millennium Declaration enhanced substantially the value of those assets that are the very basis for the UNDP mission, as confirmed at the Ministerial Meeting on UNDP: its long-standing, almost universal presence at the country level; the relationship of trust it enjoys with Governments; its leadership role in the United Nations system and its cross-cutting mandate. This increased value derives from the potential for using the organization's assets to assist programme countries – in crisis, post-conflict, or normal situations – to identify the strategic choices and mobilize the resources required for sustainable growth with equity, to reduce poverty and to promote human development.

4. The evolving development context during 2000 generated growing rather than shrinking demands on the capabilities and resources of the United Nations and, within this framework, on those of UNDP. If it is to respond successfully to this challenge, the United Nations will have to redouble its efforts to act on both the spirit and the substance of the reforms initiated by the Secretary-General in 1997. Significant progress has been made in this regard over the past four years. Nevertheless, more difficult choices and decisions still lie ahead - to focus more clearly, to work jointly, to raise the quality of effort, and to improve efficiency and effectiveness.

Results-based management: developments since 1999

5. When the Administrator presented his Business Plans to the Executive Board at its first regular session 2000, a commitment was made to reinforce results-based management (RBM) in order to improve the focus and effectiveness of UNDP operations within an increasingly demanding development environment. In the 12 months that have elapsed, the principles of RBM have guided the restructuring and reprofiling process and are also being embedded in the routine work of the organization, as demonstrated by the comprehensive analysis of country office submissions - the results-oriented annual report (ROAR), in particular - being undertaken for the first time by each regional bureau in order to respond and plan support to country offices for the rest of the year.

6. The monitoring and assessment of performance during 2000 rested on the strategic results framework (SRF), which had been refined in light of the experience gained through the preparation of the ROAR 1999 and the comments and suggestions received from the Executive Board. Reinforcing this effort, the Country Office Management Plan (COMP) was also revised substantially in 2000 to enable country offices to map out the strategic management actions and outputs required to achieve development results while pursuing the goals of the Business Plans.

7. Other RBM-focused activities during 2000 included the training of staff from all country offices and headquarters units, resulting in a generally improved quality of data in the ROAR 2000. An RBM database was also created and made it possible, for the first time, to pool, compare and analyse the data received from country offices and regional and global programmes. This database constitutes an unprecedented resource for planning,

monitoring and reporting and is expected to become, after further improvement, the core of a web-based information management system. UNDP is especially grateful to the Governments of Sweden and the United Kingdom for making it possible to carry out the RBM training programme and database development.

8. Much still remains to be done. In addition to the continued development of the RBM database, action is required in two key areas: first, further simplification of the system, without prejudice either to the quality of tools or to the credibility of findings and conclusions; and second, the realignment of programming and management tools with the RBM system to reap the gains from both greater efficiency and lower transaction costs. These actions will be the focus of attention during the next 12 months.

9. The continuing process of learning, adaptation and skills development captured in the preceding points offers concrete evidence of the sense of purpose, determination, and energy with which the organization has responded to the challenges of a rapidly changing development environment. Nevertheless, the full extent of organizational transformation will take time to emerge and calls for some realism in expectations.

10. The pace and extent of change are endangered, however, by a major shortfall in honouring the compact inherent in the multi-year funding framework (MYFF). The data on the integrated resources framework (IRF) clearly demonstrate that the year 2000 marked the seventh straight year of declining regular resources for UNDP. The Administrator has reiterated his commitment to RBM; however, there is only so much in the way of results that can be achieved through improved strategic planning and management in the absence of adequate resources. The ability of UNDP to respond more effectively to the expanding and fast-evolving needs of developing countries depends on contributions to core resources at the level envisaged in the MYFF.

The ROAR 2000 in perspective

11. The ROAR 2000, which marks the first results-oriented report in the formal MYFF period, must be situated within the broader context of internal transformation and the external environment within which UNDP operates today. It builds on the ROAR 1999 and maintains the orientation of management for results. It must be stressed, however, that the ROAR can realistically indicate only the main features of performance (the progress towards outcomes and the extent to which targets set for outputs were achieved) and point to issues requiring attention, rather than offer, on its own, an in-depth explanation of the findings. Furthermore, the ROAR is a work in progress, the product of an evolving methodology that tilts the balance towards capturing and assessing results in a structured, systematic form rather than simply scanning for anecdotes of success.

General observations

Figure A. All outcomes: distribution by typology

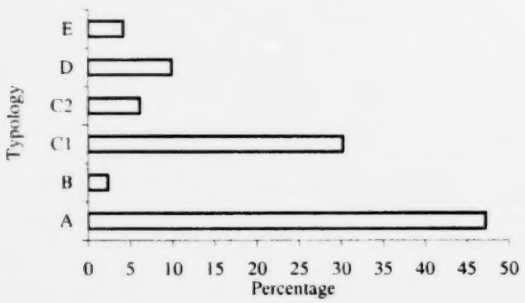
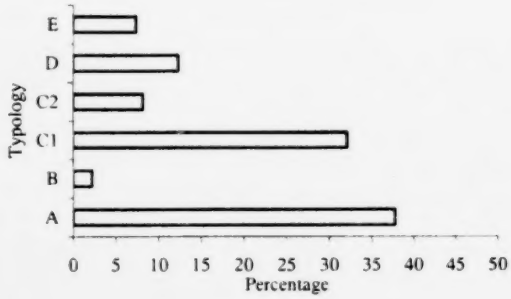


Figure B. All outputs: distribution by typology



Note on typology:

A. Strategy-setting and policy options **B**. Regional cooperation and global public goods **C1**. Capacity development (institutions) **C2**. Capacity development (data collection and monitoring) **D**. Empowerment and social cohesion **E**. Innovation and scaling-up through pilots

12. Figures A and B present the distribution of outcomes and outputs generated by the organization in the year 2000. The following general observations are evident:

(a) Overall, strategy-setting and policy options followed by capacity development are still the main focuses of effort at both the outcome and output levels;

(b) The data confirm a strong UNDP presence at the level of strategy-setting and policy options although they do not yet permit definitive conclusions about the pace and scale at which this may be changing.

Key findings

13. The overall key findings are:

(a) The ROAR data strongly suggest that there is considerable and still untapped potential for UNDP to exercise leadership in key development processes, whether it is in addressing the governance dimensions of globalization, forging a cross-sectoral approach to poverty reduction, responding to the information revolution or building the momentum of follow-up to the Millennium Summit;

(b) There have been notable advances in performance during 2000, perhaps even a turning point in some cases:

(i) National human development reports (NHDRs), completed or under way in 56 countries; and beginning to influence development policies and programmes and yielding innovations such as state and municipal HDRs;

(ii) Starting from a small base, expanded assessment of the impact of liberalization and, more broadly, globalization on developing countries such as the programme of studies undertaken in 17 countries of the Latin America and Caribbean region;

(iii) Emergence of human rights – including the political, social and economic dimensions – as a key focus in governance, with almost 40 per cent of country offices providing assistance for advocacy, awareness-raising, action-planning and development of the underlying institutional framework;

(iv) Significant acceleration in the formulation of strategies to combat poverty through support for the formulation of poverty reduction strategies in 60 countries, with substantive engagement in the Poverty-Reduction Strategy Paper (PRSP) mechanism rising from 11 countries in 1999 to 24 in 2000 or 80 per cent of all countries preparing PRSPs;

(v) A sharp increase in the focus on HIV/AIDS, with the number of country offices already active or gearing up for action rising from 32 in 1999 to 55 in 2000 and with good practices in advocacy, strategic planning, impact assessment and capacity development being pursued in Africa and Europe and the Commonwealth of Independent States, in particular;

(vi) Integration of environmentally sustainable development and the goals of the global conventions in planning and action with, for instance, local Agenda 21/environmental action plans and national biodiversity action plans completed or under way in 15 and 32 countries, respectively, as well as successful interventions in 64 countries to eliminate almost 6,000 tonnes of ozone-depleting substances per annum (or about 10,500 tonnes/per annum through action during 1999-2000), a significant contribution to the regeneration of the ozone layer;

(vii) Progress in gender-mainstreaming within governance, poverty reduction and HIV/AIDS interventions and through capacity development for institutional linkages across sectoral ministries;

(viii) In collaboration with partner United Nations organizations, Common Country Assessments (CCAs) and United Nations Development Assistance Frameworks (UNDAFs) under way, completed or drafted in 66 and 24 programme countries, respectively, an expansion in the number of joint programmes either being implemented or planned (36 countries) and markedly greater emphasis on the restructuring and substantive use of thematic groups (with reporting from 26 country offices);

(c) The experience being gained by country offices shows that activities upstream involve more than just policy advocacy and advice – they also include capacity development, piloting and knowledge management as essential elements of the development cooperation package. Success upstream also hinges on another factor: the ability to be flexible, responsive and catalytic, which, in turn, depends on access principally to regular (i.e., core) resources.

14. The key findings by SRF goals are as follows:

(a) Governance:

(i) The policy and conceptual framework for mainstreaming human rights now exists for UNDP to confront successfully the challenge of implementing a rights-based approach to programming;

(ii) There is a significant opportunity to be grasped in adapting the focus of public-sector management to meet the fast-changing capacity development needs of countries operating in an increasingly globalized environment;

(iii) The good practices being acquired through NHDRs provide a solid basis for linking analysis to action;

(iv) Strong demand for support in participatory governance at decentralized levels indicates potential for cross-cutting linkages with poverty reduction through, for instance, improved use of budgets, alliance-building with actors in civil society, coordination with other United Nations organizations and resource mobilization. This will call for much higher levels of resource allocation than are currently available;

(b) Poverty reduction:

(i) Intensifying efforts at the policy level suggest increased opportunities for dealing with the issue of pro-poor macro-economic frameworks as well as target-setting, benchmarking and monitoring in relation to the extreme poverty goal endorsed by the Millennium Declaration;

(ii) Good practices in meeting the challenge posed by HIV/AIDS to governance and poverty reduction should be synthesized to assist other regions and country offices to raise performance. This should become a key test of UNDP ability to provide knowledge-driven advisory services in priority areas of country demand;

(iii) An evaluation of the orientation and sustainability of UNDP activities addressing the asset base of the poor is now timely. Falling levels of reporting accompanied by evidence of a miscellany of entry points may call for decisions to drop poorly performing and increasingly marginal areas of work while developing the potential of others, such as micro-finance, for pro-poor policy change;

(c) Environment:

(i) Promotion of environmentally sustainable development is one of the key strengths of UNDP and offers, among other things, the chance to incorporate environmental concerns into poverty-reduction strategies;

(ii) In an area where UNDP work - especially project activity - is largely funded from non-core resources, better linkages across governance, poverty reduction and the environment as well as the maintenance of the role of UNDP in policy work depend on increased access to core resources;

(iii) There is considerable scope for UNDP to utilize its current leadership on environmental issues at country and other levels to address cross-border concerns, the follow-up to global commitments and the use, by programme countries, of the new mechanisms being designed in areas such as climate change;

(d) Gender:

(i) The findings for 2000 seem to confirm that where UNDP is prepared to make the necessary effort, it is uniquely placed to support countries that want to promote gender equality through multisectoral policy development and management. An expansion of this role as the intellectual engine for the Beijing Platform for Action will call for a reinforcement of the capacity of UNDP itself in this area;

(ii) A major effort is called for to bring together and share the experiences being gained in gender-mainstreaming, including synergies between efforts across sectors, as well as in the development of methods and tools for improved monitoring of performance;

(iii) Given the modesty of available resources, more effective partnerships are needed between UNDP and its United Nations partners, especially the United Nations Development Fund for Women (UNIFEM), to build on the potential of complementary competencies;

(e) Special development situations:

(i) The challenge of sustainability for community-level work remains and calls for resolution through the reinforcement of links with upstream activities;

(ii) The opportunities for cross-border solutions to complex crises deserve greater recognition backed by the allocation of adequate resources, as indicated by the subregional or cross-border dimension of most crises during 2000;

(f) Support to the United Nations system:

(i) Support to programme countries with respect to the Millennium Declaration goals demands that new impetus be given to the substantive dimensions of United Nations reform, especially as it relates to the effectiveness of the resident coordinator system. In particular, a key task will be to employ the CCA and UNDAF more systematically for integrated follow-up to conferences, definition of locally relevant and owned targets linked to the Millennium Declaration development goals, and improvements in the benchmarking and monitoring of progress;

(ii) The refocusing of thematic groups on substantive activities can be built upon to expand and accelerate collaborative action around the overall priority of poverty reduction;

(iii) The new tools introduced by the United Nations reforms – principally, the CCA, UNDAF and joint programming – will realize their full potential and take root in policy and practice only if they are made an integral part of the operations of United Nations specialized agencies, funds and programmes and are accompanied by a radical reduction in the complexity and duplication of operating policies and procedures across the United Nations system;

(iv) The United Nations Volunteers (UNV) has proven to be an important asset in UNDP efforts to support United Nations reform and, more generally, development operations, peace-keeping and democratization. Volunteers have provided essential skills for strengthening coordination and have made an increasingly significant contribution to the activities of United Nations missions and organizations, thus giving fresh impetus to the ethos of volunteerism.

These findings and the analyses underlying them, together with the rate of performance by the organization, are presented in the rest of the document.

Methodology

15. A detailed report on the methodology adopted is given in annex I. However, three issues need to be explained. The first is that comparisons with the ROAR 1999 must be approached with caution owing to refinements in the SRF and the methodology of performance assessment. The second is that in development cooperation, changes are hardly apparent in a one-year period – especially at the outcome level. The third issue concerns "weak" targets at the output level. Here it should be explained that in screening the data, it was necessary to ensure that the targets meet minimum standards, taking into account the circumstances of each particular case. Targets below that minimum were classified as weak to compensate for potential overestimation of rates of performance.

I. Analysis by goal

A. Goal 1: Creation of an enabling environment for sustainable human development

16. As in 1999, the data confirm the importance of UNDP work in the areas of advocacy on sustainable human development (SHD), public-sector management and support to governance institutions as well as a growing emphasis on human rights. They also reveal, however, interesting differences that respond to some of the emerging issues identified last year, most notably increased evidence of the incorporation of SHD issues within governance initiatives and expanded support for local governance across all regions.

I. Key findings

17. The key findings for goal 1 are:

- As reported in 1999, the results are mostly of an upstream nature, reflecting the nature of the goal. Fifty per cent of outcomes seek to influence strategy-setting and policy options, with an additional 38 per cent of outcomes targeting capacity development;

- There is substantial ongoing investment in promoting awareness of and policy dialogue on SHD, representing the second most reported strategic area of support (SAS) in the SRF, across all regions. The main platform for this are the national human development reports, which emerge quite emphatically as one of the flagship products supported by UNDP country offices;

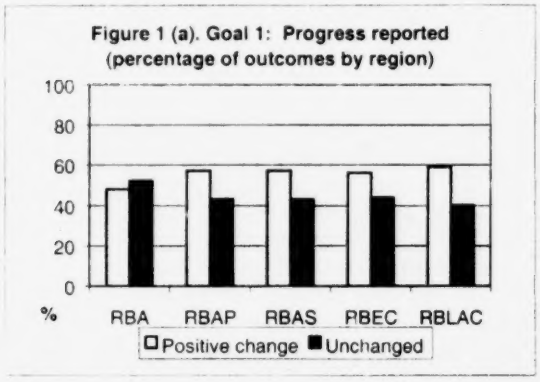


Figure 1 (a). Goal 1: Progress reported (percentage of outcomes by region)

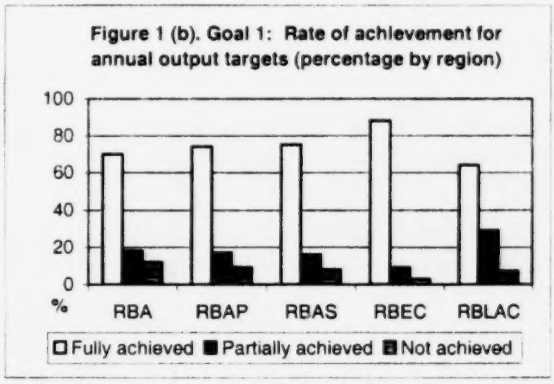


Figure 1 (b). Goal 1: Rate of achievement for annual output targets (percentage by region)

- The increased reporting of human rights activities as compared to 1999 clearly indicates the emergence of human rights as a key area of UNDP support to governance institutions. This observation is consistent with findings in the United Nations system category (see goal 6);

- Decentralization is a stronger area of focus in 2000 compared to 1999. Thirty-nine per cent of all country offices undertook programmes to strengthen sub-national capacity for participatory development planning and resource management, reflecting a wide variety of interventions;

- UNDP involvement in public-sector management was extensive and focused mainly on civil service reform. Guidance to offices will help in undertaking comprehensive re-engineering, which will enable the public sector to meet effectively the rapidly changing national, regional and global demands;

- There is continued effort to incorporate poverty reduction, gender issues and participatory methods into governance programmes. This finding is also confirmed by the data reported under the poverty category (goal 2);

- Confirming the observations first noted in 1999, programmes that support the spread and application of information and communication technology are growing across all regions (see box 1). Much of the support goes towards strengthening capacity in governing institutions to use ICT for more effective delivery of public services. Some innovative attempts are also being made to foster networking and strengthen partnerships between public and civil society institutions through interactive ICT. Nevertheless, the huge potential for e-governance and other initiatives remain untapped primarily because of resource constraints;

- The link between global, regional and country programmes remains weak, except in the area of local governance. In addition, regional cooperation received scant reporting at both outcome and output levels;

- Overall, 133 country offices (98 per cent of the total) reported under goal 1. With regard to performance, positive change was reported for 54 per cent of outcomes while annual targets were either fully or partially achieved for 92 per cent of outputs (73 per cent fully and 19 per cent partially). As may be expected, performance in achieving output targets was higher than progress towards outcomes for all regions. Overall performance did not vary significantly across regions, as can be seen from figures 1 (a) and 1 (b).

Box 1.

Innovative uses of ICT

The ROAR 2000 illustrates the varied means by which countries are leveraging ICT. Brazil, for example, is connecting all 27 state and 162 municipal legislative assemblies through a communications network. Macedonia has implemented an innovative ICT programme to foster partnerships between local authorities and community-based organizations. Armenia is providing ICT training and is launching a web-based database of external cooperation programmes for use by the government and donors. There is also interest in supporting e-governance, in pilot regions, to strengthen public service capacity and achieve ICT literacy at the regional and municipal levels. The Human Development Resource Centre was set up in India, with a web site to support SHD networking between state governments, research institutions and the media. Azerbaijan is preparing a national information technology strategy to increase government accountability and transparency. E-governance has begun in Burkina Faso with planned e-services for Parliament and a regional CISCO academy involving a national university. In Cameroon, a draft protocol agreement has been formulated on the use of information technology for development, in partnership with the Tokyo International Conference on African Development and CISCO. Jordan improved the efficiency of the administration of public finances through the electronic conversion of the country's taxation systems, including computerized customs systems. The Islamic Republic of Iran is operationalizing ICT systems in key trade and investment institutions.

Table 1 presents a selection of the progress being achieved by various country offices.

II. Analysis by sub-goal

18. The distribution of reported activities across the four sub-goals under this category is shown in annex IV and reveals in particular the increased prominence of work on decentralization and human rights.

Sub-goal 1: National, regional and global dialogue that widens development choices for sustainable and equitable growth

19. Ninety-five country offices reported activities under this sub-goal. The major findings are discussed in the in-depth analysis (see paragraphs 103 – 117) but it is worth noting here that most of the activities relate to support for policy-making and strategy-setting at both the outcome and output levels, particularly the use of national human development reports for promoting SHD. In the area of globalization, support for policy analysis is going beyond strict macro-level considerations to examining the consequences on the poor. Emphasis is being placed on analysis of the impact of liberalization on society and the integration of corresponding pro-poor measures into key national plans and policies. On a related front, an expanding number of initiatives support private-sector development, primarily to foster an enabling policy environment for private-sector growth, particularly in external trade. Strategies are being framed as governance solutions for reinforcing the role of the private sector. As part of this trend, support for public-private partnerships is also increasing.

Sub-goal 2: Strengthened capacity of key governance institutions

20. Eighty-nine country offices in all regions are supporting initiatives under this sub-goal. Overall, positive change was reported for 45 per cent of outcomes whereas annual targets were fully achieved for 83 per cent of outputs. Almost 60 per cent of outputs under this sub-goal are focused on supporting the capacity development of institutions followed by strategy-setting and policy options (21 per cent).

Promotion of human rights

21. Human rights emerged as the dominant area of support under sub-goal 2, with activities under way in almost 50 country offices. Substantive coverage has also broadened from awareness-raising and capacity development towards shaping the policy environment. Four key features of UNDP work in this area stand out from the data: (a) the ongoing development of national human rights action plans by country offices in every region, in partnership with the global programme, specifically the Human Rights Strengthening Programme (HURIST), in which UNV was also a participant, and the Office of the United Nations High Commissioner for Human Rights; (b) as reported under goal 6, evidence of a collaborative approach to human rights by the United Nations system at the country level, using thematic groups, the CCA and the UNDAF although the effort still seems relatively modest; (c) an emerging view of human rights that combines political rights with social and economic rights, commonly referred to as the rights-based approach to programming; and (d) also in common with the findings for 1999, assistance for human rights initiatives involving civic education, awareness-raising campaigns, strengthening or creation of ombudsman offices and the extension of human rights institutions to the sub-national level.

Support to governance institutions (parliament, the justice system and electoral systems)

22. Support to parliament and the justice system were the next most heavily reported activities under sub-goal 2, at about the same level (38 and 34 country offices, respectively). In supporting legislative systems, country offices report initiatives towards strengthening committee systems (particularly budget and finance committees), training parliamentary members and, to a lesser extent, increasing parliament's constituency relations and public accountability – with assistance, especially in the Regional Bureau for Africa (RBA) and the Regional Bureau for Europe and the Commonwealth of Independent States (RBEC) from the regional programme. There will be assistance in the future from the global programme, which launched a $6 million component in 2000, with funding from the Government of Belgium, to strengthen parliaments. On the whole, these findings on the focus of UNDP effort confirms the observation noted in 1999. The limited but growing emphasis in 2000 on constituency relations, however, addresses a shortcoming detected last year and, thus, constitutes an encouraging development.

23. In the area of justice, the initiatives worth highlighting are the establishment of mechanisms to increase access to legal services by the poor, the same area of work prioritized in 1999. Assistance is also being provided for reform of the justice system – not least with the expansion of the Regional Bureau for Latin America and the Caribbean (RBLAC) regional programme into a global programme during 2000 although there is no dominant pattern of intervention. Activities aim at the improvement of court administration and case-flow management,

computerization of caseloads, training of judicial personnel, capacity development of Ministries of Justice and the development of proposals on judicial reform. A noteworthy development during the past year, especially in terms of future work in this important area of governance, was the establishment, through the global programme, of a network of 350 civil society organizations (CSOs) working in the area of judicial reform.

24. Assistance to electoral systems is the least reported SAS under sub-goal 2 (21 country offices). The most common activities being pursued with UNDP support are aimed at ensuring the transparency of electoral processes and their independent management, partly through the discussion and sharing of experiences as supported, for instance, by the organization of a global conference in Mexico that brought together electoral bodies from around the world. UNV was a notable partner in this area, supporting electoral processes through voter registration as well as election supervision, monitoring and observation. Overall, one of the findings made in 1999 – that electoral assistance was being used by UNDP as a springboard for broader strengthening of governance institutions – cannot be confirmed from the data for 2000.

Sub-goal 3: Increased social cohesion based on participatory local governance and stronger local communities and institutions

25. This sub-goal was reported on by 76 country offices. Positive change was reported for 61 per cent of the outcomes while annual targets were either fully or partially achieved for 88 per cent of outputs. In terms of the thrust of effort, half of the outcomes being pursued by country offices are focused on strategy-setting and policy options, followed closely by capacity development of institutions. Outputs, on the other hand, showed a wider variation in focus embracing, in descending order of magnitude, capacity development of institutions, strategy-setting and policy options, empowerment and social cohesion, and piloting and scaling-up.

Decentralization and empowerment of local organizations and the poor

26. The area which received the highest attention under sub-goal 3 is decentralization (37 country offices as shown in table 2, annex IV).

27. A wide variety of initiatives is being employed in this area of work across all regions and, taken together, it is significant that there is not one dominant approach supported by country offices. Depending on the depth of the decentralization process in the country, UNDP assists sub-national authorities in formulating strategies and plans, building capacities in resource mobilization, planning and service delivery, as well as empowering communities for more active participation in local-level decision-making. A varied range of initiatives is being pursued to increase participation by and partnerships between local-level stakeholders. These include actions to strengthen the legislative framework; training of local-level organizations to develop capacities for community-based development; the application of information technology for social empowerment and community involvement, for example, using electronic information networks to link communities to local and national planning systems and providing assistance for the institutionalization of mechanisms for local-level development planning. Some country offices also undertook activities of a pilot nature that are expected to be replicated at a later stage in other parts of the country.

28. Country office efforts at self-organization and development of alliances by the poor remain a cause for concern, given the very low level of reporting. This issue was also identified in the ROAR 1999 and may reflect a reliance on other organizations better placed to support such activity at the downstream level. UNV for example, reports working on the empowerment of CSOs, awareness-raising and training of communities and local governments, as well as support for the establishment of community level institutions, to foster a dynamic of self-management that can survive after UNDP/UNV cooperation comes to an end. At the upstream level, the global programme has developed indicators to assess the strengths and weaknesses of CSOs in over 60 countries. New ground was also broken during 2000 in promoting substantive relations and policy engagement between UNDP and CSOs with the establishment of the CSO Committee to the Administrator. In addition, a series of country case studies highlighting the role of civil society and UNDP in eradicating poverty and exclusion were compiled. These and similar activities should lead to increased reporting in this area in the future.

29. The data also reveal the degree to which partnerships are evident in decentralization programmes, especially with the associated funds and programmes and donor agencies. UNV volunteers, in particular, support decentralized governance and institutional capacity development at all levels of government. UNIFEM and the United Nations Capital Development Fund (UNCDF) are also key partners, with the latter promoting the empowerment of local communities to ensure that local level investments match local needs.

30. Generally, the findings for 2000 bring out two significant similarities with 1999: first, decentralization is serving as a means to foster increased participation in and ownership of governance institutions by local stakeholders; and, second, there continues to be no explicit link between decentralization and poverty reduction although governance – whether local or national - is increasingly being understood as the pivot around which any successful, long-term effort to reduce extreme poverty must necessarily revolve. A foundation for addressing these is emerging, in part through the efforts of the global programme: for example, research was commissioned from the Massachusetts Institute of Technology and nine national research institutions to analyse and synthesize successful case studies on the participation of and partnership with the poor for service delivery. The Local Initiative Facility for Urban Environment (LIFE) also carried out a global evaluation of lessons learned while the Urban Management Programme (UMP) conducted city consultations on urban poverty, urban governance and the urban environment in cities in four regions.

Sub-goal 4: An efficient and accountable public sector

31. As in 1999, UNDP support to public-sector management emerged as a major area of work, with reporting from 78 country offices. Performance was also good with positive change reported for 58 per cent of outcomes and annual targets fully achieved for 83 per cent of outputs. In terms of focus at the output level, capacity development of institutions predominated, accounting for 65 per cent of all outputs under this sub-goal followed by strategy-setting and policy options at 22 per cent.

32. As a whole, UNDP support in the area of public-sector management tends to focus on civil service reform. Two types of initiatives are most pronounced across countries: (a) the reform and capacity development of the civil service, including the establishment of merit-based systems and (b) initiatives to combat corruption, promote transparency and enhance public-sector integrity, including the adoption of anti-corruption legislation. This presents the opportunity to undertake comprehensive efforts aimed at reforming the public sector, especially to build its capacity to deal with the increasing demands arising from intensifying social, economic and political change, not the least of which is the task of mounting an effective response to globalization. On the more limited engagement by UNDP in areas such as public-sector financial management as well as aid coordination, initiatives centre mainly on the creation or strengthening of nationally led mechanisms. An interesting development, however, is that RBM and its results orientation are being embraced by a few governments to transform public sector efficiency and accountability, as reported by a group of country offices in Africa, Asia and the Pacific and Europe and the Commonwealth of Independent States regions. This development merits further monitoring, documentation and investment of resources since it could provide a basis for replication in other countries.

III. Emerging issues

33. The ROAR 2000 demonstrates that there is a unique window of opportunity for UNDP to support programme countries to manage national development and meet the challenge of globalization in ways that relate more directly to poverty reduction through governance. Major areas of untapped potential include:

- Further development of the NHDR as a flagship product that generates policy analysis and opens the door to policy advice;
- Capacity development of partners to facilitate the integration of human rights within efforts to promote SHD;
- Focused assistance to build social capital by improving the ability of governance structures to mobilize the participation of stakeholders and build consensus among them on major development issues. At the national level, this means investing in the relationship between legislatures and citizens and, at the sub-national level, promoting the participatory aspects of decentralization;
- Expanded effort to exploit the links between assistance for local governance and poverty reduction.

- Provision of support for public-sector management to take account of those capacities that are most required to handle successfully the challenges of globalization such as effective regulation in a liberalized economic environment;
- Formulation and application of a clear strategy for e-governance that harnesses the potential of ICT for increasing access to information as well as improving the efficiency of public services and the transparency of governance generally.

Table 1. Creation of an enabling environment for SHD: areas of focus and examples of progress

Areas of focus	Progress reported	Countries involved
National policies address social impact of economic liberalization/ globalization	• Process launched to develop a pro-poor fiscal system at national level • Civil society leaders defining options and strategy to establish a tripartite commission (government, private sector, civil society) • Concept paper on impact of globalization widely debated, produced as theme for NHDR • Social impact assessments initiated • Key government staff trained in trade negotiation skills	China, Belize, Egypt, Lao People's Democratic Republic, Malaysia, Nigeria
Formulation of national human rights action plans and capacity development of institutions	• High-level consultation and steering committee established to formulate national human rights action plan • Legislation approved for a national human rights commission	Benin, Georgia, Jordan, Lithuania, Mongolia, Nepal, Paraguay, Romania, Ukraine, Venezuela
Strengthening budget committee to oversee, approve and monitor national budget	• Committee members and staff trained in budget preparation, approval and monitoring of implementation • A new public accounts committee established in parliament	Benin, Central African Republic, Indonesia, Zimbabwe
Access to legal services by the poor	• Validation of and consultation on current mechanisms for access to legal services • Project for legal aid NGO in place to provide independent and free legal aid to poor • Municipalities and states trained in the provision of legal services • Legal aid centres for women created	Brazil, Ecuador, Uzbekistan
NGO and South-South institutional capacity development for electoral systems and processes	• NGO networks endowed with technical and financial capacity to ensure transparency of electoral processes • Integrated technical cooperation package tested and being offered to other countries, mainly in Latin America • Capacity development of NGOs for civic education	Mexico, Pakistan
Local-level participatory planning and development management	• Piloting of institutional mechanism for planning, funding and implementing community-initiated projects • Municipal development plans and projects developed through participatory process	Brazil, Burkina Faso, Egypt, Equatorial Guinea, El Salvador, Honduras, Kyrgyzstan, Philippines, Poland, Somalia, Uganda

Areas of focus	Progress reported	Countries involved
	▪ Local counties trained in participatory community needs assessments ▪ Decentralized services being managed by municipalities ▪ Local poverty action plans produced by municipalities ▪ Monitoring software developed for municipal educational management plans ▪ Laws on strengthening local self-government submitted to parliament	
Comprehensive public sector reform initiatives	▪ National conference organized to build consensus on reform, with wide government and civil society participation ▪ Concept paper on revamping public services approved by the Cabinet ▪ High-level working groups established to formulate a national public administration reform strategy	Benin, Guinea-Bissau, Lebanon, Malawi, Viet Nam

B. Goal 2: Economic and social policies and strategies focused on the reduction of poverty

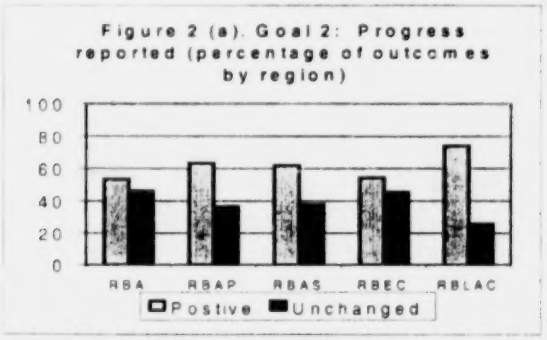
34. The data under this goal provide a snapshot of an organization in transition. On the one hand, there is growing evidence of more strategic priority-setting by country offices; an accelerating shift upstream towards policy formulation and monitoring, taking into account the changing tools of development cooperation; an expanding response to more direct and urgent priorities for poverty reduction; and more evident progress towards building cross-cutting linkages. On the other hand, although downstream interventions are diminishing as strategic priorities, the existing portfolio illustrates a lack of focus or direction, not least in its still limited linkage with pro-poor policy change.

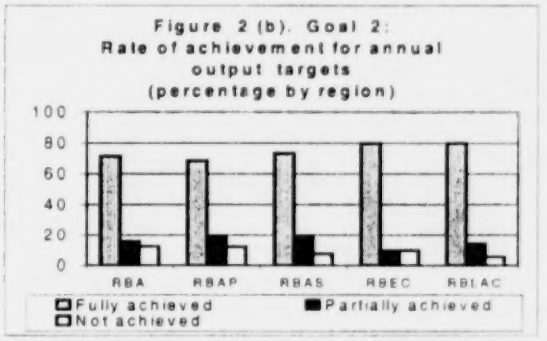
I. Key findings

35. The key findings for goal 2 are:

- Support for poverty reduction strategies and the monitoring of poverty together account for the major thrust of UNDP effort, consistent with the focus identified in 1999; they are also the areas in which the greatest changes in outcomes were achieved in 2000. In this respect, UNDP has brought its long-standing experience with national anti-poverty strategies to bear on the Poverty-Reduction Strategy Paper (PRSP) process, moving rapidly beyond the small scale of its involvement in 1999 (11 countries) to more widespread and sustained engagement in 24 of the 30 countries with interim or completed PRSPs while continuing to support poverty-reduction strategies more broadly in a further 60 countries;

- In contrast to the ROAR 1999, the ROAR 2000 data indicates stronger cross-fertilization between governance and poverty programmes;





- HIV/AIDS received far greater priority in 2000, with 55 country offices reporting, up from 32 in 1999. The UNDP effort is concentrated in the Africa region as well as Europe and the Commonwealth of Independent States;

- UNDP work on the asset base of the poor (such as that in micro finance, employment promotion and access to basic social services) was characterized by a range of interventions with varying prospects for generating significant results in poverty reduction, especially in terms of linkage to upstream policy change;

- Information and communication technology remains a new field for UNDP - the majority of results are still downstream in nature and do not capture a clear organizational niche, a finding occurring also for e-governance. Progress is being made through public-private partnerships to increase access by the poor to ICT but much remains to be done;

- Finally, regarding the scale of effort, the great majority of UNDP country offices, 123 in all (or 90 per cent of the total) reported on goal 2. In terms of performance, positive change was reported for 60 per cent of outcomes but with significant regional variation (see figures 2 (a) and 2 (b)). Over half of all outcomes supported by UNDP related to strategy-setting and policy options (53 per cent) and a further quarter addressed capacity development of institutions. Annual targets were either fully or partially achieved for close to 68 per cent of outputs.

II. Analysis by sub-goal

36. The two sub-goals under goal 2 address distinct dimensions of poverty: national anti-poverty strategies, macroeconomic reform, and HIV/AIDS; and access by the poor to key assets, basic social services, and ICT. Almost two thirds of reported outcomes relate to sub-goal 1. The distribution of interventions by strategic area of support is shown in annex IV. As was the case for the ROAR 1999, pro-poor policies constituted the largest area of concentration, followed by micro-finance. HIV/AIDS now emerges as a major area of focus, particularly for the Africa and the Europe and Commonwealth of Independent States regions, as does, to a lesser extent, monitoring of poverty and inequality.

Sub-goal 1: Human and income poverty addressed in national policy frameworks

Development and implementation of poverty-reduction policies and strategies

37. The development and implementation of poverty-reduction strategies and poverty monitoring lay at the core of UNDP work on poverty. RBAP and RBLAC indicated particularly good results in terms of positive change reported for outcomes focused on poverty reduction strategies, at 80 per cent and 76 per cent, respectively. RBA and RBEC results were lower (at 53 per cent and 44 per cent, respectively) although outcomes for RBA were set at higher levels. As regards outputs, similar progress is reported across all regions. Annual targets were achieved for an average of two thirds of outputs (after discounting for weak targets).

38. UNDP is concentrating its efforts in preparing and implementing poverty-reduction strategies by, among other things, making use of the Poverty Strategies Initiative (PSI) within the global programme. Support for the earlier stage of advocacy was limited to only eight country offices (compared to 13 in 1999), mainly in higher-income countries. Some of the notable findings are as follows:

- Country offices in the Africa region focused particularly on national, as opposed to regional or sectoral strategies, including PRSPs. In the Latin America and the Caribbean region, country offices also had a national-level focus, but were often at the early stages of advocacy, preparing sectoral or thematic studies and monitoring. Other activities include systematization of household surveys, analysis of the determinants of poverty, and extensive support to PRSP development (in conjunction with the RBLAC regional programme);

- Country offices in the Asia and the Pacific region placed greater emphasis on poverty monitoring (10 country offices) while in the Arab States region, assistance was focused on providing training, developing local or sectoral strategies or monitoring rather than on formulating comprehensive national strategies. Country offices in the Europe and the Commonwealth of Independent States region did refer to national-level strategies but at the initial stages of development;

- UNDP supports poverty reduction strategies through: (a) advisory services; (b) sectoral and thematic analyses; (c) strengthening of monitoring capacity; and (d) playing a coordination role in aligning donor resources more effectively behind poverty-reduction strategies, especially vis-à-vis other United Nations organizations and donors (eight country offices reporting in RBA, RBAP, and RBLAC).

39. Beyond the poverty-reduction strategies themselves, UNDP has responded only modestly to demand for assistance in the development of macroeconomic policy options that take account of human and income poverty, with 12 country offices (mainly in the Africa region) specifically highlighting the integration of poverty concerns into macro economic policy frameworks. RBLAC also reports support through its regional programme, with comparative analyses of poverty and macroeconomic policy under way in 17 countries. This situation was also noted in 1999 but it is possible that the UNDP engagement with the PRSP process during 2000 may have mitigated this particular shortcoming, to some extent.

40. There is clear evidence, however, that UNDP has given substantially greater weight to poverty-governance linkages in 2000 compared to 1999, an issue raised in the ROAR 1999 and also highlighted as a central theme in *Overcoming Human Poverty: the UNDP Poverty Report 2000*. Two thirds of country offices in RBAP stress the importance of linkages and over one third have taken concrete steps to integrate poverty-governance perspectives in country programming. Progress is apparent but less significant in other regions, with one third of RBLAC country offices reporting linkages and RBAS country offices still at the preliminary stage.

Monitoring of poverty and inequality

41. Monitoring is a key component of UNDP anti-poverty work, utilizing, among other sources, the expertise on poverty monitoring and evaluation provided through the Strategies to Overcome Poverty (STOP) fund of the global programme. Encouragingly, a quarter of country offices active in this area specifically highlight linkages with poverty reduction strategies, as also noted in the ROAR 1999. While this finding suggests a capacity to respond to country needs for monitoring the impact of poverty reduction strategies, it does not reveal whether the focus is on income measures rather than on broader indicators of human poverty and exclusion. In addition, it is not clear whether monitoring is being carried out in the context of specific targets for poverty reduction, as agreed at the World Summit on Social Development (WSSD) and reaffirmed at the Millennium Summit. This question is consistent with the finding under goal 6 (UNDP support to the United Nations), which indicates that there is little cross-regional evidence of national-level target-setting and systematic monitoring of progress towards the goals set by the global conferences.

Box 2: Comprehensive strategies to prevent the spread and mitigate the impact of HIV/AIDS

Overall, positive change reported for outcomes is relatively modest at 59 per cent, reflecting the difficulties of mobilizing an urgent, country-wide response to HIV/AIDS. In terms of substantive focus, there appears to be a discernable shift upstream, focusing on the governance challenge, with a large increase in UNDP interventions assisting Governments in the formulation of national HIV/AIDS strategies; building national capacity to coordinate effective, multisectoral strategies; and supporting the creation of decentralized structures to manage local action plans. This focus corresponds to lessons learned over the past two decades demonstrating that effective national responses require sustained, high-level engagement and leadership, and a single, powerful, integrated HIV/AIDS plan involving a wide range of sectors as well as coordinated local action. Among the several partners with whom UNDP is working to combat the epidemic is UNV, particularly in central and southern Africa. In 2000, almost 100 volunteers worked in this area, as peer counsellors and educators and as promoters of a community-oriented approach to prevention and care, in a number of cases with the participation of people living with HIV/AIDS. Some significant findings by region are:

- RBA: UNDP is strongly mobilized in the majority of countries, focused on high-profile advocacy, support for policy and strategy formulation, capacity development and decentralization. In a number of countries, lessons learned about the strong linkage between HIV/AIDS and poverty has led to the integration of HIV/AIDS-prevention measures into poverty-reduction strategies. UNDP has also worked to improve the focus and relevance of its support through three major consultations organized by the regional programme in partnership with UNAIDS. Furthermore, partnerships on HIV/AIDS have been strengthened through the global programme, which has spearheaded an alliance with local government leaders in Africa through the Alliance of Mayors;
- RBAP: UNDP response is less developed at country level and is largely limited to ad hoc activities. Results reported through the regional programme include development of an HIV impact assessment tool and models for early warning and rapid response;
- RBEC: There is an impressive range of well-planned interventions aimed at supporting strategic planning and capacity development at the national level, support for decentralized responses, and innovative mass information campaigns for policy-makers, the media, educators, and care-givers. UNDP leadership of the thematic groups on HIV/AIDS is a supportive factor.
- RBLAC: Interventions are strong in some countries, focusing on human rights issues, including assistance for networks of people living with HIV/AIDS.

Sub-goal 2: The asset base of the poor expanded and protected

42. Reporting under this sub-goal concerns UNDP work to support the access of the poor to productive assets, basic social services and technology. Positive change was reported for close to 60 per cent of outcomes while annual targets were either fully of partially achieved for 70 per cent of outputs (after adjusting for weak targets). The overall impression from the ROAR data is one of encouraging results in specific areas but with some way still to go in realigning interventions with the organization's upstream focus. (This sub-goal is also analysed in-depth in a later section of the ROAR.)

Access to productive assets and resources

43. There are two noteworthy findings in this area: (a) micro finance remains a major area of activity, with significant successes reported in promoting policy, regulatory and institutional changes, particularly in RBA and RBAP, although direct action to improve access still accounted for two thirds of outcomes and in many cases involved scattered community-level interventions; and (b) expanding the access of the poor to physical assets such as land does not emerge as a priority for UNDP except, to some extent, in RBAP.

Access to basic social services and systems for risk management

44. The significant findings here are: (a) the sharp decline in the number of country offices reporting on universal access to basic social services (from 49 to 28) with still-untapped potential for utilizing the 20/20 studies conducted in 1999-2000 as a platform for promoting pro-poor allocation of budgetary resources; (b) an even split in the area of employment promotion and skills provision between results with a strong upstream focus and a host of small-scale interventions benefiting a few communities; (c) support to improved food security at the household level with opportunities for promoting linkages to policy or institutional change; and (d) the reduced reporting and limited success of UNDP work on social protection, which reinforces the finding from the ROAR 1999 that it is important for UNDP to review its work on social protection in order to address the issue of poverty and vulnerability through improved risk management.

Access to and utilization of information and communication technologies

45. Responding to demand for support to increase access to ICT is a new area reported on for the first time in the ROAR 2000. Performance is encouraging, with positive change reported for 63 per cent of outcomes in the 24 country offices reporting. Many results are, however, of a downstream nature and their pro-poor focus requires further sharpening, already an area of ongoing work at headquarters. Some efforts upstream have been pursued on a regional basis as, for example, through the RBAP regional programme. These findings, combined with those for e-governance (reported under goal 1), indicate a demand for intensified corporate support from UNDP.

III. Emerging issues

46. The emerging issues are:

- The long-standing experience of UNDP with poverty-reduction strategies and its responsibility for the resident coordinator system point to a broader range of possibilities, based on more effective mobilization of the United Nations system for the preparation of poverty-reduction strategies and PRSPs: to build on existing investments to address country-level needs in monitoring progress towards the Millennium Declaration development goal and the implementation of poverty-reduction strategies and PRSPs, with emphasis on human poverty; and to respond to country demand for assistance in developing policy options, particularly with respect to macroeconomic policy;

- Greater focus on the development of HIV/AIDS strategies has yielded strong results, particularly in RBA and RBEC. Good practices in meeting the challenge posed by HIV/AIDS to governance and poverty reduction should be synthesized to assist other regions and country offices to raise organizational performance. This should

become a litmus test of the ability of UNDP to provide knowledge-driven advisory services in priority areas of country demand;

- UNDP needs to move rapidly to generate significantly better returns from its portfolio of investments in the asset base of the poor. Three key lines of action emerge strongly from the analysis: (a) clarify corporate goals and strategies in this area by emphasizing macro-micro linkages, using pilots downstream to influence the debate upstream, for instance, on the policy and regulatory framework for micro finance; (b) capitalize rapidly on the window of opportunity emerging for the application of ICT to address poverty-reduction goals, implemented in parallel with a more focused and effective strategy on e-governance; and (c) take decisive action to drop poorly performing and increasingly marginal areas of work where UNDP has no clear comparative advantage.

Table 2. Economic and social policies and poverty reduction strategies: areas of focus and examples of progress

Areas of focus	Progress reported	Countries
Preparation or implementation of national poverty-reduction strategies, including PRSPs	• Studies conducted (e.g., decentralized financing, civic participation in poverty reduction strategies, determinants of poverty) • Coordination role for national poverty reduction strategies or PRSPs • Support provided for the preparation of pilots, and integration of lessons learned	Belize, Bolivia, Bulgaria, Burkina Faso, Burundi, China, Côte d'Ivoire, El Salvador, Gambia, Haiti, Kazakhstan, Latvia, Lao People's Democratic Republic, Lesotho, Mauritania, Mozambique, Niger, Nigeria, Pakistan, Panama, Paraguay, Togo, Uruguay, Viet Nam, Yemen
Monitoring of national poverty reduction strategies	• Capacity development of local institutions to monitor poverty and feed analysis into policy-making • Indicators identified for use in the PRSP • Gender dimensions of poverty reflected through workshop on statistical aspects of integrating unpaid work into national policies	Algeria, Angola, Armenia, Azerbaijan, Bolivia, Bulgaria, Cambodia, Cape Verde, East Timor, Guyana, Iraq, Jamaica, Jordan, Latvia, Lithuania, Malawi, Mali, Mauritania, Mozambique, Nicaragua, Niger, Panama, Philippines, Samoa, Saudi Arabia, Senegal, Solomon Islands, Sri Lanka, United Republic of Tanzania, Viet Nam
Development of macroeconomic policy options	• Model to target impact on poor; guidelines formulated and training provided • Consensus-building on the need to compare policy options	Benin, Bulgaria, Burkina Faso, Cape Verde, Gabon, Haiti, Kuwait, Mali, Mozambique, Peru, Saudi Arabia, Ukraine
Poverty-governance linkages	• NHDR under way to analyse linkages and/or to advocate pro-poor changes in governance • Underlying governance issues addressed in the poverty strategy • Piloting of links through decentralization (e.g., planning and financing methods) • Capacity development of community-based organizations	Afghanistan, Armenia, Barbados, Bulgaria, Chile, Côte d'Ivoire, Ecuador, Indonesia, Islamic Republic of Iran, Kyrgyzstan, Lebanon, Malawi, Mongolia, Mozambique, Namibia, Nepal, Panama, Thailand, Turkmenistan, United Republic of Tanzania, Uruguay, Zambia
ICT	• Ongoing or completed rapid or comprehensive e-readiness assessments/studies • National information technology action plans formulated • Assistance for the establishment and/or capacity development of regulatory bodies • Expanded access by target groups (e.g., universities, NGOs) • Electronic networks for dialogue between stakeholders established	Bolivia, Belarus, Cambodia, Cuba, Egypt, Islamic Republic of Iran, Laos People's Democratic Republic, Mauritania, Nepal, Romania, Turkmenistan, Ukraine

	• Concept papers/feasibility studies prepared e.g., on distance learning for populations in remote areas, rural connectivity, telemedicine, agricultural information systems, telecentres in poor areas • Piloting through projects (preparatory stages)	China, Malaysia, Nepal, Turkey

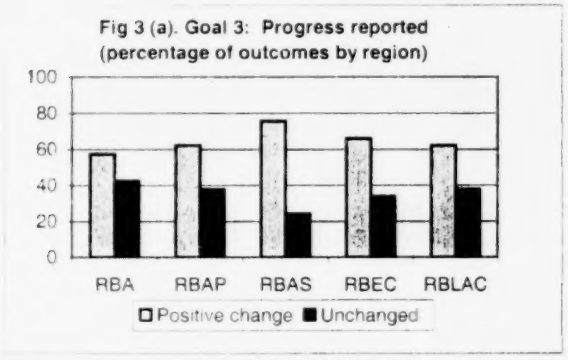
C. Goal 3: Environmentally sustainable development to reduce human poverty

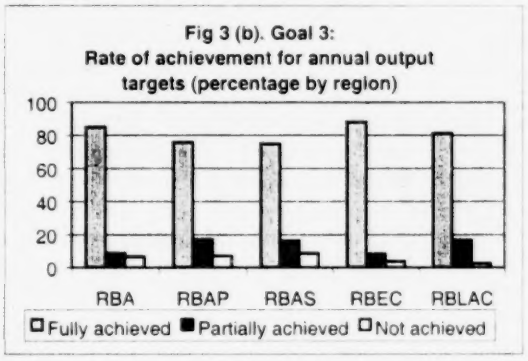
47. The data on this goal confirm that environmental management and energy development is one of the UNDP key areas of focus, as was the case in the ROAR 1999. The composition and performance of the portfolio are also largely unchanged although opportunities are more evident, especially in linking environmental concerns with poverty reduction. An example is the promotion of demonstration projects, which bring the win-win linkage between natural resource management and poverty reduction to the attention of national decision-makers.

I. Key findings

48. The key findings for goal 3 are:

- The main focuses of UNDP cooperation in environment and energy are the development of national strategic, policy, legal and regulatory frameworks for environmentally sustainable development; capacity development of both national and local authorities and the promotion of participatory processes; and the follow-up and integration of global environmental issues into national development plans, policies and strategies. There appears to be relatively less emphasis in 2000 on securing sustainable domestic sources of financing and on the monitoring of environmental conditions;





- The findings under this goal suggest strong links between policy changes and capacity development for policy management. Three quarters of the outcomes are evenly split between strategy-setting and policy options and capacity development of institutions;
- There has been considerable investment in upstream results. The next step is to exploit the scope for greater integration of environmental objectives into anti-poverty and, more broadly, development policies and programmes, including the poverty-reduction strategies and PRSPs. This is particularly so since performance has been very high in those limited areas where environment has been employed as the entry point for protection of the asset base of the poor;
- In a similar vein, the extensive follow-up to global commitments supported by UNDP through its leadership role indicates substantial scope for exploiting interlinkages or synergies between conventions. The conditions for pursuing this task may have become more favourable as a result of action by a significant group of countries during 2000 to reinvigorate their commitment to the principles of Agenda 21;
- The data confirm the importance of the Global Environment Facility (GEF) in providing direction and resources for important components of the UNDP portfolio. In all regions, GEF-oriented programme development was critical in mobilizing significant non-core funding. For example, country offices are providing GEF-funded support for national activities to address global environmental conventions in a large majority of programme countries, especially for the preparation of national action plans and communications on biodiversity and climate change. Similarly, the GEF Small Grants Programme, together with Capacity 21, was an important vehicle

for building partnerships with civil society organizations (CSOs) in the area of environment, especially in RBLAC and RBAP;

- There is good evidence of UNDP expertise and credibility in building strategic partnerships for facilitating dialogue among Governments, national stakeholders, including CSOs, and the donor community. In most cases, this is done through the initiation and/or facilitation of task forces or donor coordination forums on the environment;
- Although progress was made during 2000, UNDP was still relatively more engaged in planning than implementation, as was the case in 1999. This suggests the importance of shifting gears during the remaining years of the SRF (2001-03) towards facilitating the implementation of existing commitments;
- Finally, the scale of effort under this goal was considerable, with 119 country offices (87 per cent of the total) reporting. Positive change was reported for 64 per cent of outcomes while annual targets were either fully or partially achieved for 81 per cent of outputs (a figure that drops to 64 per cent after adjusting for weak targets).

II. Analysis by sub-goal

49. The two sub-goals focus on two distinct aspects of UNDP work on environmental and energy issues: action to address policy, capacity development and monitoring issues at national and, where appropriate, sub-national levels (sub-goal 1); and action to deal with trans-boundary issues concerning regional and global environmental challenges (sub-goal 2). The areas of emphasis observed last year continue with a predominant focus of outcomes on strategy-setting and policy options and capacity development of institutions (see annex IV).

50. On the performance front, positive change was reported for 65 per cent and 61 per cent of outcomes under sub-goals 1 and 2, respectively. Analyses of outcomes also show a higher performance rate for outcomes in the category of strategy-setting and policy options (71 per cent) compared to capacity development (62 per cent). An obvious explanation for this finding is that strategy-setting for environmental management is relatively less difficult than developing capacity (see figures 3 (a) and 3 (b)).

Sub-goal 1: Sustainable environmental management and energy development to improve the livelihoods of the poor

National policy, legal and regulatory frameworks

51. All 42 country offices reporting in this area document concerted efforts to incorporate the concept of environmentally sustainable development into national planning, with progress reported for almost two thirds of outcomes.

52. Twenty-one country offices reported on a reinvigorated national commitment to the Agenda 21, including the implementation of national strategies for sustainable development by 2005. The Capacity 21-supported activities relating to the preparation of national or local Agendas 21 also continued to be an important area of UNDP cooperation (for example, in Bulgaria, Jordan, Mongolia and Turkey). Although the level of success varied, all the relevant country offices reported progress in drafting or amending national environmental action pans (NEAPs). Moreover, an added dimension was the preparation of local environmental action plans (LEAPs) as well as local Agendas 21, with 15 country offices reporting on the latter activity. These proved to be particularly effective instruments for encouraging the participation of local stakeholders and for promoting people-centred frameworks for planning and local level management.

53. UNDP cooperation in drafting or revising existing legislation was mainly clustered around issues of environmental management, energy, water and solid waste, a good example being the work done by the regional programme for RBLAC in 13 countries to study the use of economic instruments for environmental management. With the exception of a few country offices, however, there is surprisingly little evidence on the mainstreaming of environmental sustainability into PRSPs or poverty-reduction strategies, which suggests a potential area for action by UNDP in the immediate future. This will be more possible as a result of the analysis in the special millennium edition of the "World Resources Report" (co-sponsored by UNDP, UNEP, the World Bank and the World Resources Institute) and the subsequent launching of the Poverty/Environment Initiative (PEI) within the global

61. The sustainable use of and increased access by the poor to natural resources and sustainable energy were addressed mostly in the Africa and the Asia and the Pacific regions. There was relatively little emphasis in 2000, however, on results directed towards sustainable land use and the introduction of more effective agricultural techniques, with reporting mostly confined to RBA and RBAS country offices e.g., Burkina Faso, Morocco and Rwanda.

62. On the whole, however, the reports for 2000 continue to raise the issue of how UNDP investments downstream are linked with upstream policy and institutional change.

Sub-goal 2: Regional and global instruments for environmentally sustainable development that benefit the poor

63. The two areas of support under this sub-goal are trans-boundary and regional cooperation and global environmental concerns and follow-up to international conventions. Concerning the former, the 12 country offices reporting had activities mostly in the start-up phase, with positive change reported for 56 per cent of outcomes. The work being pursued, however, is innovative and may well constitute a promising area for future UNDP support.

National capacity for participation in global conventions, regulatory regimes and funding mechanisms

64. The ROAR data for 2000 confirm the growing support of UNDP to programme countries on the follow-up and internalization of the goals of global environmental conventions through national action plans, strategies and programmes. Support to Governments in preparing national communications, action plans and strategies for the biodiversity and climate change conventions remain a major area of focus with positive change reported for two thirds of the relevant outcomes; issues of desertification and drought were addressed by fewer country offices, predominantly in the Africa and the Arab States regions. The recently held Conference of Parties in The Hague on the Climate Change Convention seems to have motivated many Governments to prepare and present their national communications for climate change (for example, in Barbados, Cape Verde, Costa Rica, Lao People's Democratic Republic, Republic of Moldova and Thailand). In a related area, substantial progress was made to tackle the problem of ozone-layer depletion with the UNDP Montreal Protocol programme active in 73 countries. In 2000, 143 technology transfer projects (mainly private sector enterprises) were completed in 24 countries eliminating 5,613 tonnes of ozone-depleting substances. To achieve these results, small and medium-size enterprises were assisted in their conversion processes, sectoral plans were formulated and national capacities developed to promote more effective policies and procedures to meet environmental compliance targets. Also in 2000, $28.4 million in additional funding was received and $41 million disbursed.

65. The response to international environmental agreements/conventions provided an opportunity for UNDP to raise awareness among national stakeholders on the need to translate the protocol standards into national framework laws. Country offices reported progress on the sensitization of national authorities in global environmental conventions through the organization of training programmes or the establishment of inter-ministerial groups, coordinating bodies and environmental units (such as in Bolivia, India, Kazakhstan and Latvia). In a significant number of countries, this led to the development of a portfolio of project proposals to be submitted to global environmental trust funds for funding, highlighting the efforts made by country offices to supplement their limited core resources.

66. National-level actions also benefited from the activities of the global programme during 2000, for example, in the area of energy, through the identification and dissemination of lessons learned on a range of issues such as the Clean Development Mechanism, women and energy and the governance dimensions of energy. In addition, analysis and debate was generated through a series of publications such as the "World Energy Assessment" (co-sponsored with the Department of Economic and Social Affairs of the UN Secretariat and the World Energy Council). Although not tied to international agreements and conventions, a related area of work focused on the improved management of shared (cross-boundary) natural resources and sustainable energy development, as undertaken by the RBAP regional programme with the Mekong River Commission.

III. Emerging issues

67. The findings for 2000 reinforce the principal recommendation made in the ROAR 1999 – that there is considerable untapped potential in UNDP work on the environment that can be exploited by capitalizing on some of the organization's unique advantages, e.g., as the only multilateral agency working on environmental issues possessing an almost universal country presence and as the chair of the UNDG and manager of the RCS. There are at least four main directions for future action:

- Ongoing work on a revised corporate environmental and energy policy needs to be completed as soon as possible in order to provide an unambiguous message to country offices, programme countries and donors on the centrality of this goal for UNDP work and to explain the strategy that will be followed to implement this vision at the country level;
- The ROARs for 1999-2000 provide clear directions for UNDP policy on the environment and energy: (a) cooperation for the integration, implementation and monitoring of global commitments in the context of the varying situations and priorities of programme countries; (b) the forging of systematic linkages between action to address environmental concerns and poverty reduction, whether at the upstream or downstream level; (c) adoption of pro-active measures to deal with the trans-boundary dimensions of environmental concerns; and (d) expanded use of new mechanisms for assisting programme countries to achieve sustainable development, including the Clean Development Mechanism developed in response to the Kyoto Protocol;
- UNDP efforts upstream rely for their effectiveness on a combination of policy work and capacity development. If tracking and replicating innovations and best practices are included, then the accumulation, dissemination and application of knowledge becomes a further base for upstream interventions;
- The sustainability of UNDP efforts in the area of the environment and energy currently depends on non-core resources yet the allocation of core resources will be critical in the future for funding catalytic activities in support of long-term objectives, for continuing to attract non-core resources and to weave environmental sustainability successfully into poverty-reduction and, indeed, governance programmes. For this to happen, however, UNDP will require, among other things, a fully funded thematic trust fund on the environment.

Table 3. Environmentally sustainable development to reduce human poverty: areas of focus and examples of progress

Areas of focus	Progress reported	Countries involved
Integration of environment issues into the national planning process	Training in the integration of sustainable development concepts into national and sectoral planning	Dominican Republic, Indonesia, Jordan, Lithuania, Saudi Arabia
Improvement of the environment legislative framework	Drafting or revision of existing environmental laws	Liberia, Pakistan, Sudan, Venezuela
Access to natural resources	• Revision of land/forest laws • Preparation of forestry strategies/plans • Development of national strategies, policy proposals, management plans and legislation as well as vulnerability assessments (water resources)	Bangladesh, Burundi, China, Colombia, Costa Rica, Ethiopia, Gambia (early stage), Honduras, India, Jamaica, Jordan, Venezuela, Yemen, Zambia
Energy efficiency	• Preparation of studies and legislation on energy efficiency • Assessment of possible mechanisms for public-private-partnerships	Bolivia, Brazil, China, Colombia, Georgia Honduras, Panama, Pakistan, Syria India
Renewable energy pilot projects	• Application of new technology • Start-up activities, negotiations about public-private-partnerships, submissions to GEF for funding • Development of a national action plan	Belarus, Chile, China, Costa Rica (sub-regional), Cuba ,Czech Republic, Ethiopia, Fiji, Gambia Ghana, Jordan, Latvia, Lebanon, Morocco, Pakistan, Philippines, Sri Lanka
Clean production centres	Establishment of institutional centres and training	Kenya, Mexico, Pakistan
Climate change	• Preparation of inventories of green house gases • Preparation of abatement analyses • Preparation of vulnerability assessments	Albania, Bhutan, Eritrea, Guinea, Jordan, Macedonia, Maldives, Nicaragua Nicaragua
Montreal Protocol	• Full compliance with protection measures • Approval of ODS phase-out plan; site infrastructure for ODS phase-out developed • Publication of rules and regulations on ODS phase-out	Bangladesh, China, Egypt, India, Lebanon, Morocco, Pakistan
Introduction of financing mechanisms	Debt swap, introduction of tax and tariff policy	Georgia, Jordan

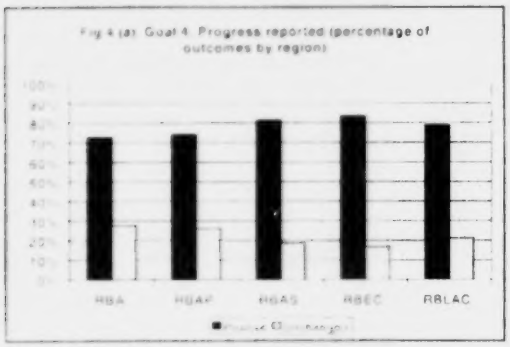
D. Goal 4: Advancement in the status of women and gender equality

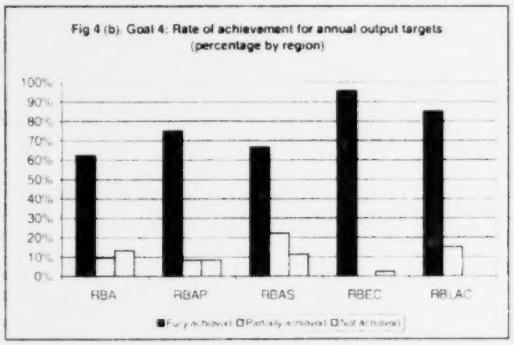
68. The challenge of internalizing gender-mainstreaming is still evident in 2000, with continuing focus upstream on policy and planning as well as capacity development. There are, however, indications of encouraging changes in the organization's work under this goal that must be validated through the evidence gathered in future ROARs.

Key findings

69. The key findings for goal 4 are:

- There are signs of improving linkage and coherence in country-level activities. A substantial number of interventions reported in 2000 cut across the two sub-goals in this area, linking national action and implementation of international commitments, thus bringing together the two principal dimensions of the UNDP mandate and offering a good basis for efforts during the SRF period. Similarly, there is increased evidence of a more holistic approach, across thematic areas and at different levels with linkages between policy, the capacity development of institutions and the creation of alliances and coalitions as the main building blocks for the achievement of gender equality;
- The data for 2000 also suggest progress in gender-mainstreaming in UNDP cooperation. There are at least three elements in this finding: (a) responsiveness to an increased demand for mainstreaming in the key areas of governance, poverty reduction and HIV/AIDS; (b) evidence of innovation in capacity development for gender-mainstreaming across line ministries, as a cross-cutting activity that links gender with the other SRF goals, although reporting on such activities still remains limited under goals other than gender; and (c) in countries in special development situations, increasing interventions in 2000 to support the advancement of women and gender-mainstreaming, especially in post-conflict environments;





- The methodological challenge about how best to capture UNDP work on gender issues within the SRF framework assumes greater importance in view of the corporate policy to encourage mainstreaming to the extent possible. The difficulty is apparent from the relatively weak reporting specifically on gender, which may be attributed in part to the numerical limit on outcomes recommended to country offices in order to encourage a focus on strategic priorities. This may have led a number of offices simply to subsume gender-relevant activities under the other goals or to mention them only in the narrative section of the ROAR, where the most comprehensive information on the type, scope and quality of interventions can be found;
- Reporting on the collection of gender-disaggregated data is more prevalent than in the ROAR 1999 data and appears to be better integrated into policy and strategy-setting activities and the NHDRs. This may well be a reflection of the demand for data that support national reporting to the twenty-third special session of the General Assembly held from 5 to 9 June (Women 2000: gender equality, development and peace for the twenty-first century) and to the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW). There is, however, limited evidence of gender-disaggregated data collection within other goals. It also remains unclear whether the activities reported in 2000 will be sufficient, without systematic follow-up, to develop the indicators and generate the data required for monitoring progress towards the development goals adopted as part of the Millennium Declaration;
- Some progress was made during 2000 in building linkages between country, regional and global programmes, a shortcoming identified in the ROAR 1999. Reporting on regional programmes indicates actions in support of interventions at the national level in the main strategic areas of this goal, primarily focused on the

implementation of the Beijing Platform for Action (PFA) in governance, the development of indicators and the collection of data disaggregated by sex. The global gender programme has also focused on reinforcing corporate commitments and has developed tools and methodologies to build the capacities of country offices, strengthen the gender focal point network and develop a broad-based network of experts in the field through a consultative process involving 110 countries. The global programme has in fact been instrumental in bringing women advocates for change to intergovernmental processes such as Beijing+5 and WSSD+5;

- A total of 105 country offices (77 per cent of the total) reported on this goal in 2000 (see table 2 in annex IV). On the performance front, positive change was reported for 77 per cent of outcomes, a relatively high rate compared to the other goals, with limited variation among regions (see figure 4 (a)). These outcomes were mainly focused on advocacy, networking and partnerships, capacity development of institutions and strategy-setting and policy options (see table 1 in annex IV). This pattern of results again reinforces a finding under the environment goal that effective work upstream involves, at the minimum, a combination of policy advice and capacity development. Finally, annual targets were either fully or partially achieved for 74 per cent of outputs (see figure 4 (b)).

II. Analysis by sub-goal

70. The sub-goals in this thematic category address two key dimensions of UNDP work on gender issues: advocacy, policy dialogue, partnership-building and monitoring (sub-goal 1); and follow-up action at the national level on global commitments (sub-goal 2). Country offices are much more active under sub-goal 1 with reporting under areas of support consistent with this pattern.

Sub-goal 1: Gender equality in the decision-making process at all levels

Policy dialogue to improve the condition of women

71. The focuses in this area relate to policy dialogue to improve the condition of women, the establishment of national machinery on gender issues, the elaboration of national and local plans for gender equality and progress towards gender-mainstreaming in priority areas. Capacity development of national parliaments to deal with the advancement of women and gender equality was also recorded as an area of support. In addition, reporting includes support for the establishment and/or capacity development of gender focal points in Governments and the development of tools for gender-mainstreaming (see table 4).

Advocacy, networking and partnerships

72. The data for 2000 show an increase relative to 1999 in the number of countries reporting on the UNDP role as a facilitator of participatory policy-formulation processes, as a source of support for national capacity development and as a promoter of advocacy work within civil society on a variety of gender-equality issues such as the implementation of CEDAW and the elimination of violence against women. This is also the case at the regional level where, for instance, RBAP provided major assistance through the regional gender-equality programme (APGEN) on advocacy and policy advice during the Women Parliamentarians' Conference held in the year 2000. An emerging innovation is the strengthening of national and regional networks through the use of electronic media; for example, Armenia supported the establishment of sectoral networks on gender issues in order to facilitate national dialogue on gender equality between the Government, parliament, NGOs, international organizations, United Nations organizations and experts. In this regard, APGEN also organized a major partnership conference in 2000 to expand its stakeholder base to include a broader range of actors, such as women in the statistical profession and NGOs.

Institutionalization of tools and methods to track and measure changes in the condition of women

73. Reporting under this area of support dropped from 24 in 1999 to 12 country offices in 2000. Whether this development indicates strategic choices by country offices or actual cutbacks in activities, it is still a cause for concern and may need to be monitored closely in future ROARs. In substantive terms, ongoing efforts are concentrated mainly on the preparation of NHDRs and the training of the staff in national statistical offices. Some of the more notable examples include the effort in Saudi Arabia, in collaboration with UNIFEM, to increase awareness at the policy level on issues of concern to women, using the first NHDR; the collection of gender-disaggregated statistics and support for a gender assessment in the Libyan Arab Jamahiriya, also for inclusion in the country's first NHDR; capacity development for data collection by country offices in Bolivia, China, Costa Rica, Georgia, Jordan, and Romania; and the development of gender-sensitive situational indicators by the RBLAC regional programme.

Sub-goal 2: Advancement of women through the implementation of global commitments

Follow-up to the Fourth World Conference on Women

74. The year 2000 was characterized by preparations for the twenty-third special session of the General Assembly. Country offices and regional programmes, notably of RBA, supported government and NGO preparations for the review process, provided policy and technical cooperation for the preparation of national reports and facilitated government and civil society participation at the special session.

Ratification, implementation and monitoring of CEDAW

75. As in 1999, this area of support has attracted limited prioritization at the country level: only 11 offices (16 per cent of the total) report support to Governments in the preparation of periodic CEDAW reports, focusing especially on women's human rights and data collection, and encouraging the participation of women's NGOs in this work, in cooperation with UNIFEM.

Measures to reduce violence against women

76. Very few countries reported interventions in the area of violence against women, with some indication of assistance for the formulation of policy and legislation. The RBLAC regional programme has also contributed, in partnership with the Economic Commission for Latin America and the Caribbean (ECLAC) and UNIFEM, to a campaign against violence towards women, including the publication of 17 national reports on gender-based violence in the Americas.

Box 3: Partnerships in 2000

- Progress towards strengthening of partnerships at the national level between government institutions and the civil society and among different line ministries on gender mainstreaming has been registered in 2000. UNDP has made significant efforts to act as facilitator/catalyst.
- In most cases, UNDP is acting as leader in inter-agency cooperation within thematic groups, as also reported under goal 6 but these still remain weak and their impact is not clear.
- The main partner of UNDP in the work on gender equality is UNIFEM. Cooperation with UNIFEM has been noted in 68 country offices (40 per cent), especially in RBA, RBAP and RBAS.
- UNIFEM primarily supports UNDP with technical cooperation, fundraising for specific projects and in the area of piloting while UNDP maintains the leadership and coordinating role. Cooperation with UNIFEM varies across a broad range of interventions from support to strategy formulation, campaigns against violence, work on CEDAW and gender-mainstreaming to preparations for international conferences. Another aspect of the partnership is focused on capacity development of national institutions and policy work e.g. in Cuba, Eritrea, Guinea, Niger, Sudan, Swaziland, and Tonga.
- UNDP-UNIFEM cooperation can ensure more substantive interventions and sustainability. Trends in that direction are visible in reporting for 2000 and output targets set for 2001-2002; however, more strategic regional coordination, joint programming and utilization of the respective mandates of UNDP and UNIFEM is still not prevalent.
- Partnership with UNV, with 21 UNV gender specialists in the field to support country offices, is positively assessed in the ROAR data for 2000.

III. Emerging issues

77. The attributes of UNDP – such as its neutrality, cross-sectoral focus and leadership of the RCS – suggest a potential role as the intellectual engine for follow-up to the Beijing Platform for Action (BFA). This, however, requires:

- Clarification of where and how gender concerns fit into the new UNDP, given that the emphasis is now on gender-mainstreaming. Related to this is the need to to ensure the application of gender principles and practices in UNDP programme policies;
- Reinforcement of the capacity of UNDP itself in the field of gender-mainstreaming and further investment in developing methodologies and tools for monitoring the progress and effectiveness of its interventions;
- More systematic, strategic efforts to exploit the synergies arising from action across the other five goals to address a limited set of critical issues concerning the status of women and the reduction of gender inequity, not least in terms of the differing incidence and effects of extreme poverty on women;
- Continued action by UNDP and UNIFEM to draw on their respective strengths and competencies to support jointly wherever possible knowledge-networking, cutting-edge interventions and piloting, especially given that UNIFEM now has executing agency status;
- Tapping of the potential for collaboration within the United Nations system, including through the resident coordinator system to address a complementary set of priorities: (a) national follow-up to the Fourth World Conference on Women and CEDAW; (b) expanded availability and use, through CCAs and NHDRs, of reliable, relevant and timely gender-disaggregated statistics, including for monitoring progress towards national targets corresponding to the development goals adopted in the Millennium Declaration; (c) development and strengthening of networks and coalitions of stakeholders, including NGOs and CSOs, to promote gender equality; and (d) inclusion of the gender dimension in interventions in crisis and post-conflict situations, bearing in mind the provisions of Security Council resolution 1325 (2000).

Table 4. Advancement on the status of women and gender equality: areas of focus and examples of progress

Areas of Focus	Progress reported	Countries involved
Advocacy	• Beijing PFA, national action plans translated and disseminated in local languages; media reporting on specific issues (e.g., TV programmes on legal issues of equality); workshops to disseminate information and disaggregated data on gender to academia.	Bangladesh, Islamic Republic of Iran Latvia, Turkey
Policy dialogue to improve the condition of women	• Revision of national gender strategies; training of government officials and parliamentarians for the elaboration of state policy on equality; facilitation of dialogue between government and civil society stakeholders; formulation of sectoral policies on gender equality e.g., in agriculture; formulation of national and local legislation e.g., Equality Law, legislation against female genital mutilation • Advisory/preparatory support to the Ibero-American Forum	Algeria, Bulgaria, Cambodia, Egypt, Georgia, Honduras, India, Kazakhstan, Nepal, Nigeria, Malawi, Swaziland
Capacity development (institutions)	• Establishment of gender focal points in government institutions and line ministries; training workshops on gender analysis for NGOs; training programmes at local levels for the participation of women in municipal and local elections; training workshops on how to include gender dimensions in national budgets	Albania, Cambodia, Georgia, Mauritius, Myanmar, Senegal, Sudan, Yemen
Capacity development (data collection)	• Development of quantitative and qualitative indicators on gender for inclusion into national plans; preparation of national statistical reports on gender equality; training for census bureaux; data collection disaggregated by sex and included in NHDRs; data collection for the preparations of national reports on the implementation of Beijing PFA and CEDAW	Bolivia, China, Costa Rica, Estonia, Georgia, Jordan, Libya, Nepal, Romania, Saudi Arabia
Poverty reduction	• Training of government officials on gender issues in the preparation of PRSPs; assistance to local women's organizations in poorest and most vulnerable municipalities for the formulation of poverty-reduction strategies at local levels; micro-financing.	Burkina Faso, Burundi, Cambodia, China, Colombia, Djibouti, El Salvador, Gambia, Ghana, Guyana, Honduras, India, Kenya, Maldives, Mauritania, Mongolia, Mozambique, Nicaragua, Pakistan, Uzbekistan
Development of national action plans	• Elaboration of national action plans in a participatory way; capacity development of NGOs for participation in national dialogue on the implementation of the Beijing PFA	Bulgaria, Cambodia, Egypt, Georgia, India, Kazakhstan, Malawi, Nepal, Nigeria, Swaziland
Ratification and implementation of CEDAW	• Preparation of national CEDAW reports; facilitation of dialogue between governments and civil society on CEDAW implementation	Egypt, Georgia, Lao People's Democratic Republic, Mali, Niger, Sudan, Togo, Turkey
Violence against women	• Publication of national reports and surveys on violence against women; initiation of dialogue between civil society and government on the establishment of shelters for abused women; support to local advocacy campaigns and training programmes for the eradication of violence against women	Algeria, Costa Rica, Jamaica, Jordan

E. Goal 5: Special development situations

78. The data on this goal show an organization undergoing transformation as it adapts to a changing operating environment that has involved elements ranging from the Business Plans and the consensus during 2000 on a reinvigorated strategy for crisis and post-conflict situations to, late in the year, the debate on the report of the Panel on United Nations Peace Operations (the Brahimi Report). As a consequence, it is not surprising to find several elements of the CPC paper recently approved by the Executive Board (decision 2001/1) in the data for 2000, including some of the constraints affecting implementation of this strategy.

I. Key findings

79. The key findings for goal 5 are:

- The development dimension of CPC situations was a prominent feature of UNDP work during 2000 as was also the case in 1999. Disaster mitigation, mine action and community-based recovery work remain the most notable and visible aspects of assistance. Country offices report providing strong support to community-based activities in post-conflict situations, notably in revitalizing local economies, rebuilding local infrastructure and reintegrating war-affected populations;
- Concerning the integration of upstream and downstream perspectives, an issue also raised in the CPC paper, UNDP work at the community level embraces both these elements although the extent to which they are being linked is not clear from the ROAR data alone. In relative terms, however, policy advisory and institution-building dimensions are more prominently reported in the context of natural disasters than in the area of complex emergencies;

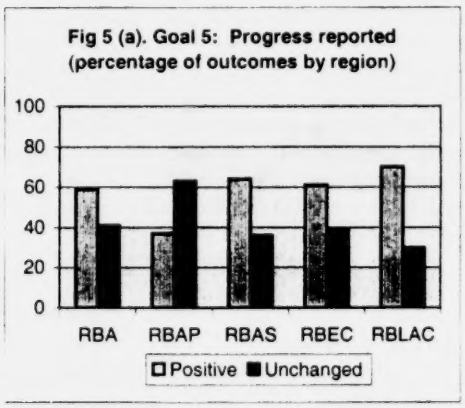


Fig 5 (a). Goal 5: Progress reported (percentage of outcomes by region)

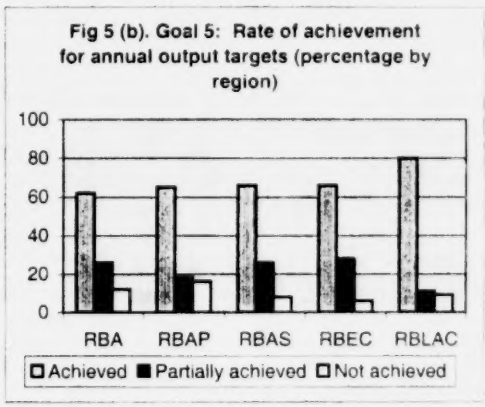


Fig 5 (b). Goal 5: Rate of achievement for annual output targets (percentage by region)

- The linkage at the upstream level between policy advice and the development of capacity for policy management is also a feature of reporting under goal 5 (and, indeed, the other goals) as demonstrated, for instance, by the distribution of outcomes: strategy-setting and policy options (50 per cent), capacity development of institutions (25 per cent), empowerment and social cohesion (21 per cent) and capacity development for data collection and monitoring (8 per cent) (see table 1 of annex IV).
- Unlike 1999, when there was an almost total absence of work in early warning systems, a number of countries reported progress in this area during 2000;
- On the partnership dimension of UNDP efforts – which is also an important element of the CPC paper - the information available from country office ROARs does not reveal a definitive pattern other than a broad and predictable emphasis on collaboration with governmental structures at national and sub-national levels, the United Nations system, NGOs and CSOs as well as donors;
- Given the regional implication of most crises, support for intercountry efforts continue to grow, although slowly. An example is reported by RBA on UNDP collaboration with the Organization of African Unity in preparing a conflict-prevention and -management mechanism for African countries;

- The ROAR data for 2000 show improved reporting and delineation of activities than in 1999. At the same time, Executive Board decision 2001/1 has set the stage for greater alignment of planning, assessment and reporting with the UNDP approach to CPC situations;
- Finally, in terms of coverage, 54 country offices (40 per cent of the total) reported under the SDS category in 2000. As for performance, positive change was reported for 53 per cent of outcome . . ith annual targets either fully or partially achieved for 89 per cent of outputs (or 69 per cent after adjusting for weak targets). See figures 5 (a) and (b) for distribution by region.

II. Analysis by sub-goal

80. The sub-goals in this thematic category seek to reduce the risk of disasters through policy advocacy and development, capacity development and support for United Nations system coordination (sub-goal 1) and, using a similar approach but with added emphasis on social capital and livelihoods concerns, the prevention of conflict, peace-building and sustainable recovery (sub-goal 2). Country offices have given equal weight to both sub-goals in reporting, with 33 offices providing data in each case.

Sub-goal 1: Reduced risk of disasters in programme countries

81. The thrust of work under this sub-goal was divided between capacity development to manage and reduce the risk of natural disasters (18 country offices) and policy development and advocacy on risk reduction. From a regional perspective, of the country offices reporting, the highest proportion was recorded by RBLAC, followed by RBAS and RBAP and, at a significantly lower level, RBEC and RBA.

82. The two most common outcomes under sub-goal 1 sought to integrate contemporary issues in disaster reduction in national and international disaster policy as well as to expand national and regional access to approaches, methods and techniques for disaster reduction and recovery. Other outcomes focused on the establishment of early warning systems and support to United Nations system coordination in natural disaster response, recovery and reduction. In the latter case, United Nations Disaster Management Teams were reported to have successfully coordinated efforts to assist local authorities in planning for responses to crises in the Dominican Republic, El Salvador and Indonesia. A noteworthy contribution in this regard was also made by UNV, with volunteers working in countries such as India, Madagascar and Turkey on emergency preparedness or response as well as awareness-raising and training of communities on natural-disaster prevention.

83. At the output level, progress was clustered in two main areas focused essentially on minimizing the risk of natural disasters: (a) development of capacity for responding to disaster emergencies through the establishment of a government disaster-management focal point and through response training; and (b) data collection on local resources for disaster response and seismic hazards to assist in the preparation of disaster-response policies. These activities promote better understanding and measurement of and response to disaster risk. They also reaffirm the leading role of UNDP in mainstreaming vulnerability reduction into national development frameworks.

84. The partnerships that contributed to progress under this sub-goal principally involved local and national governments (for 46 per cent of outcomes), followed by those with other United Nations organizations (27 per cent) and a cluster encompassing local CSOs, international NGOs and donors (27 per cent). Not surprisingly, national and local governments emerge as primary partners in this goal. To increase the effectiveness of the design and planning of partnership strategies by UNDP and considering the importance of cooperation and cohesion among state, civil society and private sector actors in many crises, future partnership strategies should elaborate on the relationship between government and non-government development partners.

Sub-goal 2: Conflict prevention, peace-building and sustainable recovery and transition in countries emerging from crisis[1]

85. The activities under this sub-goal adhere to the overarching objective of laying the foundations for a durable peace and sustainable development in order to support recovery from crisis but also to prevent a recurrence of crisis. The focus is on complex emergencies and the development dimensions of CPC situations. Consistent with this approach, a broad range of activities are being undertaken, as follows:

- Mine action and small arms reduction;
- Reintegration of war-affected populations into local communities through programmes for secure livelihoods and local institution-building;
- Improved access to essential social services through infrastructure support to health, education and administrative services;
- Support to peace processes at the national level;
- Capacity development of national institutions in key areas of development planning; and
- Support for the rule of law and judicial reform in the form of training and capacity development of institutions.

86. There is, in addition, substantial engagement by UNV in this area although most volunteer assignments are with the Department of Peace-keeping Operations (DPKO) and the United Nations High Commissioner for Refugees (UNHCR) rather than with UNDP. The largest numbers of assignments are in East Timor, Kosovo and Sierra Leone.

Table 5. Special development situations: areas of focus and examples of progress

Areas of focus	Progress reported	Countries involved
Reintegration through micro-credit projects in recovering communities	• Resumption of income-generating activities for returnees	Congo, Democratic Republic of Congo, Liberia, Philippines, Sri Lanka
Infrastructure	• Health and school facilities, water and electricity lines, homes and roads rehabilitated	Bosnia and Herzegovina, East Timor, Eritrea, Iraq, Kosovo
Mine action	• Mine-action centres established, national mine-clearance strategies developed, databases on mines set up	Angola, Bosnia and Herzegovina, Croatia, Lao People's Democratic Republic, Somalia

87. Within this range, the main area of support deals with recovery processes at the community level. In addition, particular emphasis was placed on re-establishing governing institutions. Specifically, the rule of law and justice institutions was supported by the majority (61 per cent) of country offices reporting under this sub-goal, primarily under goal 1, for example, through activities such as the training of judges and lawyers in substantive and procedural areas of law and the strengthening of democratic institutions. Noteworthy examples were reported by country offices in Congo, East Timor, Guatemala, Haiti, Lao People's Democratic Republic, Rwanda and Somalia.

88. As noted in the analysis on goal 4 (gender), a significant amount of information on peace-building and recovery activities was also reported in relation to gender issues, including support for the development of policy guidelines and training in gender analysis and planning for government ministries in Eritrea; within the context of government and civil society relations, assistance for national women's organizations in the Democratic Republic of the Congo on how to deal with women's concerns in situations of peace-building; and the integration of women as stakeholders in regional and sectoral development plans in Cambodia.

[1] A more-in-depth analysis of this sub-goal is featured in paragraphs 137 - 153 of the present report; where the fit between the findings for 2000 and the emerging strategies and concepts for peace-building, prevention and recovery is discussed in greater detail.

89. Finally the considerable synergy between activities under the CPC and the other thematic categories is not always fully reflected in the country office ROARs, suggesting the need for refinement of the SRF as it relates to CPC activities.

III. Emerging issues

90. With the CPC paper in place, UNDP now needs to turn its attention to the key issues that will affect its implementation:

- The upstream-downstream linkages in programming and reporting is an area for a more overt approach to the conception, execution, monitoring and assessment of its work;
- In relation to the above, the considerable focus on community-based activities should become part of the effort to create sustainable local institutional capacity to identify and resolve conflicts when they arise as well as to address the root causes of conflict. This means, once again, finding ways of exploiting the linkages between local and national efforts;
- The capacity of UNDP to lead and build partnerships should rest on: (a) fostering improved coordination and collaboration within the United Nations system, not least at the country level through the resident coordinator system; (b) systematically forging partnerships with CSOs; and (c) broadening and deepening the partnership with donors beyond resource mobilization to, for example, programme planning;
- There is clearly more scope for subregional approaches to dealing with CPC situations. This dimension needs to be explored more fully during 2001;
- Lastly, the persistent difficulty in capturing the full range of UNDP work in CPC situations through existing tools needs to be tackled not only for purposes of reporting but also for more effective planning and management support, whatever the causes may be, e.g., the design of the SRF, insufficient prioritization, or limited institutional coherence on key concepts and strategies. UNDP must be able to differentiate between its work under CPC and other situations by identifying what is special about programmes in crisis conditions.

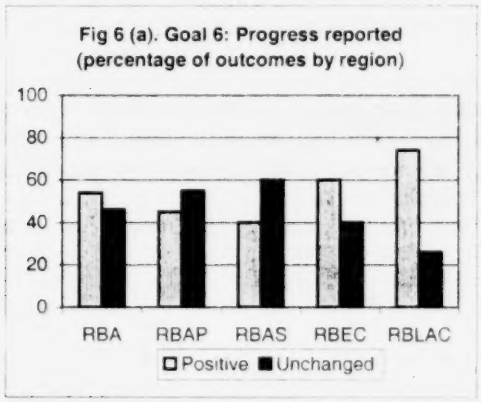
F. Goal 6: UNDP support to the United Nations

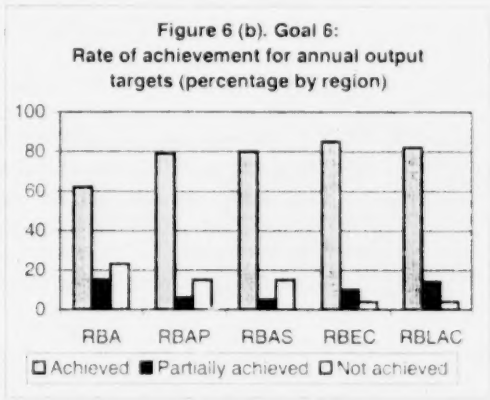
91. The data reported under goal 6 lead to insights that are remarkably similar to those for 1999. There are, nevertheless, some interesting signs of evolution, especially in the implementation of the United Nations reforms at the country level although limited progress on some of the emerging issues raised in this regard last year – what may be described as the "unfinished agenda" of reform – remains a continuing cause for concern.

I. Key findings

92. The key findings for this goal are:

- Four major issues emerge on the follow-up to the global conferences: (a) country level initiatives are collectively too varied and dispersed to achieve the critical mass necessary for world-wide impact; (b) there is limited cross-regional evidence of either national-level target-setting or systematic monitoring of follow-up; (c) evidence on the integrated follow-up to conferences is sparse; and (d) the degree of national ownership does not appear to be high overall;





- The evidence of progress on United Nations reforms is still mixed. On the one hand, both the CCA and UNDAF are contributing to team-building and providing a platform for conference follow-up while the UNDAF, in particular, is being used as a springboard for joint programming, which appears to be on the increase. The data also point to increased restructuring, re-focusing and substantive utilization of thematic groups. In addition, there is a reported narrowing in the focus of United Nations system collaboration towards HIV/AIDS, gender issues and human rights. On the other hand, the uneven quality of CCAs and UNDAFs is seriously limiting the impact of these instruments. The ability of United Nations organizations to tackle this issue, however, is hampered by the lack of progress at headquarters on reducing the complexity of procedures;
- There is a sharp fall-off in reporting on what may be described as the routine services provided to the United Nations system by UNDP. Similarly, while there is reporting on communication and outreach, it is considerably less extensive than in 1999. These findings must be interpreted with caution, however: rather than suggesting an actual cutback, they are probably more indicative of the choices made by country offices when asked to be strategic in their inclusion of intended results in the SRF;
- All country offices were asked to complete goal 6; 125 country offices (or 92 per cent of the total) responded. Performance was adequate at both outcome and output levels (see figures 6 (a) and 6 (b)). Specifically, positive change was reported for 54 per cent of outcomes with annual targets either fully or partially achieved for 57 per cent of outputs.

II. Analysis by sub-goal

93. The sub-goals under goal 6 deal with distinct but related issues: sub-goal 1, which is more externally focused, addresses progress on the global agenda for development at both headquarters and country levels; sub-goal 2, which is internally focused, is aimed towards increased collaboration, efficiency and effectiveness in the operational activities for development of the United Nations system, also with expected action at both headquarters and country levels.

94. The difference in emphasis between the two sub-goals (and related SAS) is mirrored by a divergence in performance, especially at the level of outcomes: positive change was reported for less than half (44 per cent) of the outcomes under sub-goal 1 compared to 59 per cent of the outcomes under sub-goal 2. At the output level, after adjusting for weak targets, the performance rates drop considerably and are very similar (55 per cent and 53 per cent, respectively, for sub-goals 1 and 2). The variation in performance by region follows the pattern established at goal level.

95. It could be expected that output performance would be substantially better under the more internally focused sub-goal 2, where the RCS has greater influence. It is not so, however, and the reason is clear from the data: there is a significantly higher proportion of weak output targets across all regions under sub-goal 2 compared to sub-goal 1, highlighting a greater tendency towards picking process-oriented targets when it comes to internally driven results.

Sub-goal 1: Accelerated progress on the global agenda for development

Strategic leadership of the United Nations Development Group on the global agenda for development

96. During the past year, the most notable development at headquarters on follow-up to the global conferences was the preparation by UNDG, of strategies on two critical issues: halving extreme poverty by 2015 and the promotion of girls' education. These strategies are intended to be used in collaborative efforts within the United Nations system itself, as well as in its dialogue with all development partners. As a consequence, they are expected to be followed up at country level through the CCA and UNDAF and also be drawn upon for the development of national policies and programmes. UNDG has already completed a major mapping exercise of existing and forthcoming United Nations-supported girls' education programmes and projects world-wide.

97. Other developments at headquarters on programme issues were: (a) adoption of a guidance note on the preparation of joint programmes/projects; (b) elaboration of draft procedures for joint mid-term reviews of country programmes and UNDAFs; and (c) the launch of DevLink, the UNDG web site, which provides substantive support to United Nations Country Teams.

98. With regard to administrative and management issues, progress was made on: (a) common services and premises with the publication of operational guidelines and the creation of a shared database system; (b) training for first-time resident coordinators, team-building and preparation of a training module on poverty, through the United Nations Staff College; (c) continued development of the competency assessment programme, guidelines on gender balance, and the system for performance appraisal; (d) the launching of an inter-agency mobility programme; and (e) agreement on harmonized administrative procedures for national project personnel hired by different United Nations organizations.

Leadership of the resident coordinator system on the global agenda for development

99. Follow-up to the global conferences at the country level involves a disparate collection of efforts (see table 6). Two of the five broad areas of action are more frequently reported on by country offices: first, more extensive and explicit use of the CCA for analysis and monitoring of follow-up; and, second, a relatively wide range of systems-oriented or stand-alone monitoring efforts which are, however, neither similar enough nor adopted in a sufficiently large number of countries to achieve significant long-term impact world-wide. In both cases, there is a

general concern about sustainability underlying the effort on follow-up since the degree of national ownership seems to vary considerably from country-to-country and does not appear to be high overall.

Table 6. UNDP support to the United Nations - accelerated progress on the global agenda for development: areas of focus and examples of progress

Areas of Focus	Progress reported	Countries involved
Linkages between national development planning and follow-up to the global conferences	• Dialogue with Government and donors on the inclusion of global goals in the national development plan • Global goals reflected in draft or final economic development strategy, interim poverty-reduction and economic-growth programme, national strategy for sustainable development, eighth five-year plan	Bosnia and Herzegovina, Georgia, Namibia, Romania, Turkey
Utilization of the CCA for monitoring follow-up to the global conferences	• CCA (completed or drafts, 2000)	Bangladesh, Barbados, Burundi, Kenya, Kiribati, Lao People's Democratic Republic, Latvia, Swaziland, Tunisia, Turkey, Yemen
Systems-oriented or stand-alone efforts to monitor follow-up to the global conferences	• Studies and proposals on indicators for monitoring human development/follow-up to the global conferences • Case studies/reports completed on progress towards the global goals • Data systematization and integration for a national mechanism on target-setting and monitoring • Proposal developed on the organizational and functional approach to monitoring follow up • Forums established to follow up on the conferences: Social Committee in the President's Office and National Human Rights Group in the Prime Minister's Office	Armenia, Bangladesh, Bolivia, Comoros, Costa Rica, Ecuador, Estonia, Haiti, India, Kyrgyzstan Lithuania, Mozambique, Romania

Sub-goal 2: Increasingly collaborative, efficient and effective operational activities for development

Coordination and collaboration on programming and administration through the resident coordinator system

100. This area of support was the most dominant at the country level, with almost three quarters of all country offices reporting. Performance at both outcome and output levels was high: positive change was reported for 64 per cent of all outcomes while annual targets were either fully or partially achieved for 90 per cent of outputs (adjusted for weak target, this rate drops to just 55 per cent). The main efforts reported by country offices, undertaken in collaboration with partner United Nations organizations, were as follows (see table 7):

- Mobilization of United Nations organizations around common positions on development issues as the springboard for advocacy with national and international partners. The most interesting examples include attempts to link the CCA and/or UNDAF to the PRSP process, advocate jointly on policy issues within the Consultative Group and round-table mechanisms, and organize forums on issues of common interest. The issues most commonly tackled are HIV/AIDS, poverty, gender (including the girl child) and human rights, suggesting an improved alignment between priority-setting by UNDG and country- level operations;
- Widespread application of the expected sequence in programmatic collaboration, starting with the CCA and UNDAF and followed by joint programming. The best available data indicate that CCAs were either under way, drafted or completed for 97 programme countries during 1999-2000 (or for 66 programme countries in 2000 alone). The same figure for the UNDAF was 37 programme countries (or 24 programme countries in 2000 alone). Much of what is reported by country offices centre on launching or completing the CCA and UNDAF. Interesting variations are attempts to develop human rights-based CCAs and UNDAFs and to involve organizations that do not have resident representation in the country. On the whole, these tools are contributing towards improved information-sharing, team-building and, in the case of the CCA, more systematic input into other development planning exercises. They may, however, be adding to transaction costs at the country level, in the absence of any simplification and harmonization of agency-specific operational policies and procedures. Moreover, there appear to be widely varying levels of national involvement in both the CCA and UNDAF process and product. As for the quality of CCAs and UNDAFs, this cannot be gauged directly from the ROAR data although the recent UNDAF Assessment Report (7 March 2001) concludes that this is a major problem, not least the difficulty faced by the United Nations system in making the strategic choices that are inherent in the UNDAF. Reporting on joint programming increased in 2000: 18 country offices report joint programmes under way and another 18 have plans for 2001-2003. A majority of joint programmes are focused on the HIV/AIDS epidemic. Another, more limited, area of work centres on gender concerns, notably trafficking of women and girl child education;
- Continued expansion and some restructuring of the RCS machinery centred on thematic groups. The salient findings in this respect are: (a) more country offices are reporting on efforts to streamline, consolidate and re-focus thematic groups, sometimes following the adoption of the UNDAF; (b) thematic groups are gradually moving towards more substantive activities, for example, to generate inputs for the CCA, develop joint programmes, enable strategy development within the United Nations system, and support strategic planning and capacity development at national level; (c) there are cases of these groups being opened up to national and international partners; (d) however, it is not clear to what extent thematic groups complement, rather than duplicate, existing country-level mechanisms; and (e) the most common and active thematic groups appear to be on HIV/AIDS, which is a mandated area of work, food security and rural development, gender and human rights;
- Further adoption of common services, quite often in tandem with the creation of the United Nations House. Other noteworthy initiatives in this area include the conduct of client surveys and studies on common services as well as the adoption (in a few cases) of specific targets for reductions in the cost of common services.

101. Another issue which is referred to by country offices but on which the ROAR data is limited concerns the role of UNV as a resource for the United Nations system at the country level. Using additional information obtained from UNV, however, it is possible to report that, 14 per cent of all volunteer assignments (in 75 programme countries) during 2000, were in support of goal 6 (see table 3 of annex IV). Most of these assignments assisted country-level coordination and collaboration on programming and administration. UNV volunteers contributed in three distinct areas: (a) in direct support of resident coordinator functions; (b) in approximately 30 countries, mostly least developed countries, in the provision of common services primarily in health but also in information technology management; and (c) in follow-up to the global conferences, especially in human rights, children's rights, drug control, and the environment.

Table 7. UNDP support to the United Nations - collaborative, efficient and effective operational activities for development: areas of focus and examples of progress

Areas of focus	Progress reported	Countries involved
Joint Advocacy	• Coordinated positions/advocacy within the Consultative Group or round-table mechanisms • Coordinated advocacy activities on specific issues often using studies/assessments as a springboard (HIV/AIDS, gender, human rights) • Policy advice on development issues including inputs into the PRSP process partly using the CCA and/or UNDAF • Organization of forums for dialogue between stakeholders and opinion leaders	Armenia, Azerbaijan, Bhutan, Bolivia, Bosnia and Herzegovina, Cambodia, Chile, Djibouti, Estonia, Georgia, Guyana, Honduras, India, Kyrgyzstan, Lao People's Democratic Republic, Malawi, Maldives, Mauritania, Namibia, Nepal, Pakistan, Russian Federation
Joint programming	• Joint planning and programming on HIV/AIDS (under way or planned) • Joint programmes, projects or other initiatives on women's and children's issues (under way or planned): trafficking in women and children, education of the girl child, assistance to national women's organizations	Argentina, Azerbaijan, Belarus, Burkina Faso, China, Cuba, Ecuador, Egypt, El Salvador, India, Kazakhstan, Maldives, Mali, Mauritania, Moldova, Nepal, Nigeria, South Africa, Swaziland, Thailand, United Republic of Tanzania, Uruguay, Uzbekistan
Thematic groups	• Substantive activities of thematic groups: contributions to the CCA, support to advocacy, capacity development and strategic planning with the Government • Reorganization, streamlining and launching/re-launching of thematic groups (under way or planned)	Argentina, Belize, Bosnia and Herzegovina, Bulgaria, China, Eritrea, Ecuador, Guatemala, Honduras, Islamic Republic of Iran, Kazakhstan, Lao People's Democratic Republic, Madagascar, Mauritius, Mexico, Namibia, Pakistan, Republic of Moldova, Romania, Russian Federation, Somalia, Sri Lanka, Togo, Tunisia, Turkey, Viet Nam

III. Emerging issues

102. After three years of implementing the United Nations reforms and an even longer period of following up on the global conferences, the time is ripe for addressing "the unfinished agenda", especially in view of the renewed commitment to development cooperation expressed at the Millennium Summit. The main items are:

- The follow-up to global conferences requires: (a) building on the work already begun through the UNDG and ACC to reinforce support to integrated follow-up at the country level, especially on cross-cutting issues such as poverty and governance; (b) enabling the RCS to use the CCA and UNDAF to re-energize national level follow-up, based on locally relevant and owned priorities, targets and actions; and (c) defining a clear corporate strategy focused on monitoring, benchmarking, advocacy and coalition-building for poverty reduction world-wide;
- To break with business as usual, action is needed in three areas of the United Nations reforms: (a) more effective development and mobilization of skills – especially in team leadership, policy analysis and strategic planning – to deliver relevant, high-quality CCAs and UNDAFs; (b) action at headquarters to achieve a radical reduction in transaction costs based on simplification and harmonization of operational policies and procedures; and (c) more strategic, selective and results-oriented use of thematic groups, in particular, to foster joint work on the cross-cutting issues affecting conference follow-up and to provide a forum for consultation and collaboration between stakeholders where no such mechanism exists at the country level.

II. Analysis by sub-goal

A. Goal 1, sub-goal 1: National, regional and global dialogue and cooperation that widens development choices for sustainable and equitable growth

103. The Millennium Summit provided an extraordinary opportunity for world leaders and the development community to renew the commitment to reducing extreme poverty and fostering a more inclusive process of globalization. This consensus now requires more urgent action at national, regional and global levels to ensure that adaptation to a globalizing world not only increases economic growth but also reduces poverty, ensures sustainability and promotes equity, in other words, creates the conditions for sustainable human development. The stage has, therefore, been set for the United Nations and, within this framework, UNDP, to foster such an outcome through dialogue, analysis and advice, in collaboration with a broad coalition of partners embracing non-governmental organizations, global and national corporations, international organizations and, in particular, national governments.

104. Within this wider context, the ROAR 2000 data indicate that advocacy and policy dialogue on SHD is the dominant focus of UNDP cooperation in programme countries under this sub-goal (and, in fact, goal 1), with 87 country offices reporting (or almost two thirds of the total). Issues relating to the effects of globalization and private-sector development are at a considerably lower level of reporting (close to a fifth of all country offices) while regional and subregional cooperation, including economic cooperation among developing countries (ECDC) and technical cooperation among developing countries (TCDC), received the lowest priority in reporting (14 per cent or a seventh of all country offices). The data do not show any significant variation in focus between regions. With regard to performance, positive change was reported for only 45 per cent of outcomes while annual targets were fully achieved for 62 per cent of outputs, in both cases the lowest rates under goal 1. These findings on performance clearly require follow-up analysis, beyond that possible using the ROAR data alone.

Public awareness and policy dialogue on SHD

105. The large number of country offices active within this area of support seek to increase the use of SHD concepts in policy formulation and implementation through a varied set of interventions. A key tool in this regard is the production of annual or biennial NHDRs as the basis for policy dialogue around major human development issues. Other significant outputs involve the creation of national and/or regional human development centres to support capacity for research, analysis and policy advice; assistance for the formation of advisory councils and national networks of human development specialists, practitioners, media professionals and CSO representatives; and the introduction of SHD curricula at different levels of education (from primary to tertiary).

106. With regard to performance, positive change was reported for 46 per cent of outcomes while annual targets were fully achieved for 65 per cent of outputs. In specific terms, a total of 56 NHDRs were reported to be in various stages of development during 2000 across all regions. In some countries, such as Brazil and India, the process is also moving down to the sub-national (state and municipal) level, as part of an effort to tailor public policies to specific local circumstances. NHDRs are reported to be generating policy recommendations around SHD issues, particularly poverty reduction, that receive wide media coverage and are brought to the attention of decision-makers and opinion leaders through numerous dissemination and discussion events. These events are accompanied in some cases by the simultaneous launch of web sites and targeted communication strategies backed, as in Djibouti and Rwanda, with capacity development of the media for reporting on SHD issues. Advocacy is also facilitated through the creation of institutional arrangements that provide a basis for ongoing dialogue on SHD such as the Human Development Forum in Swaziland, launched by the Prime Minister, and designed to engage civil society and sensitize decision-makers through a programme of regular events. Moreover, work with educational institutions serves the broader objectives of awareness-raising and advocacy as, for example, in the Russian Federation, where a group of 100 professors received training on SHD and where the first textbook on human development was launched in 2000.

107. The analytical work and advocacy through NHDRs was also facilitated by work at the regional level through the publication of regional or subregional HDRs, such as the South Asia HDR; assistance for the completion of long-

term perspective studies or development visions in Cameroon, Namibia and Sierra Leone, with another 30 such exercises also under way; and collaboration with educational institutions, as in RBEC, where the regional programme helped to introduce courses on SHD in 11 universities across the region.

108. The ROAR data reveal examples - in some cases, demonstrating exceptional results - of progress in moving from advocacy to the promotion of change in policies and programmes, across all regions. In the particularly noteworthy case of Brazil, the Federal Government made the human development index (HDI) an obligatory component of criteria for all federal resource allocation for social development, including the disbursement of funds from a $7.5 billion programme targeting micro-regions within states with the lowest HDI. Similarly, Bulgaria has relied on the municipal HDI produced through and published in the NHDR to focus public assistance and had adopted this index as a monitoring instrument. In Egypt, the rules and regulations of the Social Fund for Development were modified to incorporate best practices for poverty reduction highlighted by the NHDR. Other examples include the participation of members of the think tank on human development in the formulation of the new National Charter in Bahrain; utilization of the NHDR as a tool for economic analysis and planning in Romania; the incorporation of the SHD concept within government programmes in Algeria, Trinidad and Tobago and Turkey; the launch of a major literacy programme in Tunisia partly motivated by issues raised in the NHDR; and the piloting of a civil society index in five provinces in Argentina. It is also worth noting that the transition from advocacy to policy change is being facilitated through targeted training, for example, on the use of SHD indicators for staff in the Ministry of Planning in the Central African Republic and on strategic management and forecasting for decision-makers in line ministries in Tunisia.

109. As for the partnerships that bring added value to the outputs of UNDP cooperation, the organization is generally the leader/coordinator of ongoing initiatives at the country level. The contribution that UNDP makes within the context of partnerships revolves predominantly around the provision of technical advice, support for capacity development specifically targeted towards the mainstreaming of SHD, advocacy and awareness-raising, direct financing and/or resource mobilization and the brokering of consensus between State and civil society actors.

Management of globalization to support the poor

110. The 25 country offices reporting in this area performed quite well in 2000, with positive change reported for 60 per cent of outcomes and with annual targets fully achieved for a similar proportion of outputs. These offices are involved equally in two types of issues:

(a) Policies that address the impact of economic liberalization more effectively. Country offices are focused on assessing the social and economic effects of liberalization and, more broadly, globalization on programme countries. There are also ongoing efforts to mitigate the negative impacts on the labour market, on vulnerable groups of the population, and on trade-supporting sub-sectors such as banking and customs. The principal contributions of UNDP in this regard are technical advice, provided through poverty assessments and position papers, advocacy based on the NHDR and the organization of forums (conferences and symposia) on globalization with the purpose of attracting attention to the issue and facilitating a dialogue between stakeholders. Some notable cases include the NHDR on globalization produced in Nigeria, which provided analytical information relating to the impact of liberalization on the country; the initiation of a social-impact assessment in Malaysia to model the effects of globalization on the poorest sections of the population and develop strategies to protect their welfare; in a similar vein, an ongoing study in Ecuador to assess the impact of liberalization on the labour market and vulnerable groups; and assistance for the preparation of a white paper in Indonesia on the impact of liberalization and, more broadly, globalization. On a larger scale, the RBLAC regional programme conducted an important series of studies in 17 countries to assess the impact of liberalization on poverty and inequality;

(b) Policies that are more supportive of external trade and foreign direct investment (FDI). In this area, country offices are responding in part to demand from programme countries for assessment of and adjustment to the implications of entry to the World Trade Organization, principally through capacity development. This includes support for the establishment of technical units in ministries and training of staff in public institutions. On the same issue but on a larger scale, a major programme was launched during 2000, in collaboration with the United Nations Conference on Trade and Development (UNCTAD), to address the issue of globalization and trade; among other things, this programme provided technical advice to LDCs participating in global trade negotiations. With regard to

FDI and export-promotion, the focus of action is on strengthening the capacity of export promotion agencies and on improving the policy environment for FDI. Assistance in Albania, for instance, is focused on the formulation of a proposal for the establishment of an FDI promotion agency while in the Democratic People's Republic of Korea, it is geared towards enabling the introduction of policies that are more supportive of external trade and FDI. Other examples include facilitation of efforts to develop a national export strategy in Viet Nam and, in Paraguay, simplify fiscal and administrative procedures for exports and FDI.

111. On the partnership front, the UNDP role is primarily that of leader/coordinator. UNDP also works with other United Nations organizations such as UNCTAD when more specialized technical advice is required. In addition, there were limited attempts to build public-private partnerships.

Policy, legal and regulatory reform for private sector development

112. Assistance in this area is reported by 23 country offices, principally aimed at promoting the expansion of a competitive, market-oriented private sector based on principles of sustainable and equitable growth. Performance during 2000 was poor, with positive change reported for only 32 per cent of outcomes and with annual targets fully achieved for 46 per cent of outputs. Part of the explanation for this result is the targeting of development changes by country offices, which tends to be ambitious in relation to the limited role of UNDP: for instance, some of the changes expected by the end of the SRF period range from the completion of legal and regulatory frameworks for FDI and corporate governance to the development of ICT infrastructure for a competitive private sector.

113. The UNDP contribution to private-sector development consists of the provision of advisory as well as brokering services to both State and non-State actors. The main type of support to the Government revolves around the preparation of sector-wide studies and policy papers - as inputs into policy formulation and strategy-setting - and, to a lesser extent, technical advice on market-specific issues. At a sectoral level, UNDP is assisting small and medium-size enterprises (SMEs) through training to enable better enterprise management (financing and operations), with a few cases of targeting female entrepreneurs. Furthermore, support is being provided for the development of systems for registering SMEs. Concerning the brokering role of UNDP, it is principally focused on building partnerships between the public and private sectors. For example, in Benin, the Central African Republic, Côte d'Ivoire, Gambia and Zimbabwe, UNDP is facilitating consultations between business groups, small entrepreneurs and the Government in order to institutionalize a working relationship. Where required, the organization draws upon the technical expertise of other United Nations organizations such as the United Nations Industrial Development Organization (UNIDO) to complement its efforts.

Regional and subregional cooperation, including ECDC/TCDC

114. The 20 country offices reporting under this area are split evenly between support for regional/subregional cooperation and ECDC/TCDC. Performance was relatively poor with positive change reported for 33 per cent of outcomes and annual targets fully achieved for 46 per cent of outputs.

115. With regard to regional/subregional cooperation, the primary emphasis of assistance is on improving regional trade relations. To this end, UNDP has supported regional forums for the sharing of experience. Zambia, for example, has already initiated, with UNDP cooperation, negotiations with the other Governments of the subregional growth triangle (Malawi and Mozambique) in order to boost export growth through intraregional trade agreements. There are also a few cases of efforts to engage the private sector in regional cooperation initiatives, most evidently in RBA and RBAP through the TICAD and Africa-Asia Business Forum initiatives, in countries such as Cameroon, Malaysia and Thailand. As could be expected, the regional programmes play a notable role in these and other areas of cross-boundary collaboration as, for example, in RBEC, where a trust fund was established in 2000, with funding from the Government of the Czech Republic, to support regional cooperation; in RBAS, on the development of accession policies to regional/international bodies; and in RBAP, on the capacity development of and fostering of closer ties between subregional groupings such as the Association of South-East Asian Nations (ASEAN), the South Asian Association for Regional Cooperation (SAARC) and the Pacific Commission.

116. With respect to South-South transfer of expertise, assistance is directed towards developing policy and strategic cooperation frameworks and promoting bilateral exchanges. As a case in point, UNDP has facilitated municipal twinning arrangements and city-to-city partnerships between African and Asian cities.

Emerging issues

117. From the ROAR 2000 analyses, it may be concluded that UNDP has a catalytic role to play in making globalization work better for the poor, through analysis, advocacy and dialogue at national, regional and global levels. A major point of entry for such action is the introduction of SHD issues generally, and poverty-reduction concerns specifically, in the debate and in policy reform. UNDP is well suited to leading the charge in this regard given its mandate and programmes covering all three levels of action worldwide. For this to happen, however, follow-up in three key areas is required:

- There is greater scope for using the NHDRs as a key platform for policy analysis and advice on the effects of globalization and the options for an effective response, keeping in mind the overarching goal of reducing extreme poverty. UNDP could also capitalize on its role within the UNDG and RCS to use the CCA in the same way. The movement of the NHDRs to the sub-national level is also worth encouraging as a means for broadening as well as deepening the debate on globalization and poverty reduction;
- In view of the poor performance and despite some successful efforts, it is not clear what the comparative advantage of UNDP is with respect to private-sector development, given the presence of other, much larger and more focused, multilateral and private providers of financing and technical expertise. One area where the non-ideological character, country presence and modus operandi of UNDP may be advantageous, however, is in the role of a broker or facilitator for bringing together key national stakeholders to assess, debate and address the challenge of globalization, in terms of both its adverse social and economic impact and its potential. Complementary assistance could also be offered to help both the public and private sectors to deal with labour and environmental standards, gender inclusion, and the welfare of particularly vulnerable sections of the population. UNDP should, therefore, look more carefully and critically at its existing portfolio of assistance for private-sector development as a first step towards greater focus, relevance and effectiveness;
- Complementing both the points made above, there is now an even stronger rationale for regional/subregional cooperation and ECDC/TCDC as an essential approach for enabling programme countries to draw upon their collective expertise and experiences and jointly address common concerns and opportunities arising from globalization. UNDP is potentially well placed to deal with this task, in collaboration with other United Nations organizations, including the regional commissions.

B. Goal 2, sub-goal 2: The asset base of the poor expanded and protected

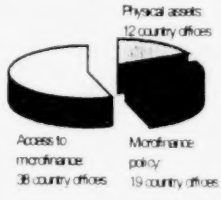
118. The in-depth analysis shows that there is still, as reported for 1999, a considerable emphasis on effort downstream and insufficient linkage between the latter and changes upstream in policy and regulatory frameworks and institutions. Nevertheless, there are signs of a possible shift in the desired direction, as indicated by the increase in the proportion of outcomes under this sub-goal that are categorized as contributing towards strategy-setting and policy options.

119. A total of 90 country offices (two thirds of the total) reported under this sub-goal. Positive change was reported for 56 per cent of outcomes while annual targets were either fully or partially achieved for 90 per cent of outputs although the figure drops to 72 per cent after adjusting for weak targets.

Access to productive resources and assets

120. In this area of support, UNDP seeks both to strengthen the access of the poor to productive resources and assets and to enhance their capacity to use these assets effectively to sustain their livelihoods. In the former case, assistance appears to be highly concentrated on improving access to financial assets, with very few country offices reporting on support for increased access to physical assets, such as land, water or forests (see figure 7), a pattern also confirmed by the analysis for goal 3 (environment). This finding should be interpreted with caution, however, since it may reflect priority-setting rather than the actual extent of ongoing activity at the country level.

Figure 7. Access to productive resources and assets



Access to financial assets

121. Reporting on support for micro finance declined in 2000. The data reported show that the bulk of UNDP outputs remain focused on downstream activities aimed at achieving better access of the poor to financial services. Less than a fifth of all outputs were classified as having a strategy-setting and policy-option orientation even though the proportion of country offices active in promoting change at the policy, regulatory and institutional level increased significantly in 2000.

122. Downstream activities usually involve the setting-up of small micro credit bodies at the local level as well as the capacity development of existing institutions to provide sustainable micro finance services. A notable feature is the significant proportion of results (a third of outputs) that relate to the MicroStart Programme, a joint initiative of UNCDF and UNDP that invests in micro-finance institutions in 14 countries. The small average loan size (about $100) and the emphasis on women (84 per cent of clients) suggest that these downstream interventions, in particular, are strongly focused on poverty reduction. In this respect, it is encouraging to note that MicroStart had reached 150,000 clients by the end of 2000, triple the number in 1997.

123. Regional differences are also evident, with only RBA and RBAP actively involved in working on national strategies to increase access to micro-finance, reviewing legislation, or providing training to central banks or ministries of finance. Results reported by country offices in the other regions refer primarily to direct interventions to expand access at the local level, with offices in the Africa and the Arab States regions together accounting for almost two thirds of reporting in this area.

124. With regard to progress made during 2000, reported results in the area of micro-finance reveal some success in promoting change at the national level, particularly in the Africa and Asia and the Pacific regions (see table). In the Africa region, where support to micro finance is almost evenly split between national and local action, progress towards development change is greater with respect to national policy, regulations and institutions than for direct, local measures to expand access (the best practices being acquired through this experience are being disseminated through the RBA regional programme). Results from the MicroStart programme also reveal progress in promoting policy impact and replication, achieved through partnerships with Governments, the private sector,

CSOs and the donor community. Overall, however, the ad hoc nature of many of UNDP micro-finance activities may be having an adverse effect on performance: thus, while annual targets were either fully or partially achieved for 93 per cent of outputs (78 per cent fully, 15 per cent partially), positive change for outcomes was low, at just 45 per cent.

Access to physical assets

125. Results aimed at promoting expanded access of the poor to physical assets – land, water and forests - were limited in number and concentrated in the Asia and the Pacific region, followed by the Africa region. The main focus is on facilitating user rights to land, with scattered interventions supporting consultations for agrarian reform, community natural-resource management plans, and access to water.

126. Annual targets were met for two thirds of outputs aimed at improving access to physical assets and included extension of comprehensive agrarian reform programmes, issuance of user rights certificates, and rationalization of legal frameworks for rural property. In some cases, however, progress reported reflected initial steps only such as the development of terms of reference for a review of land and forest laws or the securing of financing for future work while in others it was too early to expect progress, given the legislative timetable.

Table 8. Access to productive resources and assets: examples of progress reported

Progress reported	Countries
• Development of a national strategy for micro finance promotion • Review or development of laws and regulations affecting access to physical assets • Training of central banks and line ministries	Benin, Cape Verde, Central African Republic, China, Comoros, Cuba, Egypt, Kenya, Lao People's Democratic Republic, Mauritania, Mongolia, Mozambique, Myanmar, Philippines, Syria, Zimbabwe

Capacity of the poor to use assets for sustainable livelihood

127. The 44 country offices working in this area focused mostly on either employment generation or food security and report strong performance, with annual targets either fully or partially achieved for over three quarters of outputs.

128. Work on employment promotion and skills development among the poor was reported on by 31 country offices. The information provided suggests that about half of outputs reflect small-scale interventions benefiting only small numbers of people. From a regional standpoint, the highest concentration of effort was reported by RBLAC, RBAP and RBAS. In terms of the substantive thrust of work, it is mainly on capacity development or income generation such as expanding the capabilities of local government for SME policy analysis, the creation of business centres and provision of employment training; vocational skills training; community level income generation; and market access and links with producers. There is relatively less emphasis on the development or implementation of policy or regulatory frameworks, with ongoing activities concentrated on the rationalization of employment policies and strategies in the SME and informal sectors, in several cases working collaboratively with the International Labour Organization.

129. Only 19 country offices, mainly in the Africa and Asia and the Pacific Region, reported on efforts to improve the food security of poor households. Very few country offices helped to prepare, implement or assess national food-security strategies (all reported by RBA) with the vast majority of interventions being very local in their reach, demonstrating limited linkages to provincial or national policy or institutions. Examples of support include the strengthening of agricultural extension services through training; seed production and distribution; and rehabilitation of rural infrastructure (roads, wells and irrigation).

Access to basic social services and systems for risk management

130. The number of country offices reporting under this area of support declined sharply in 2000. The data provided by them reveal a focus on basic social services rather than on the reform or establishment of systems for social protection. With regard to performance, positive change was reported for just 48 per cent of outcomes while annual targets were either fully or partially achieved for 79 per cent of outputs (69 per cent fully and 10 per cent partially) or 71 per cent after discounting for weak targets.

131. Most of the efforts by UNDP on basic social services are oriented towards the policy/regulatory level as opposed to community-level access, where UNDP is still engaged in stand-alone interventions. RBAS accounted for the largest proportion of outputs targeting strategy and regulatory frameworks but ongoing efforts are still limited to carrying out 20/20 or other studies. RBLAC accounted for more than half of reported outcomes relating to social protection, with no reporting from either RBA or RBAP in this area.

Table 9. Access to basic social services and systems for risk management: examples of progress

Progress reported	Countries
• Conducted 20/20 and sector specific studies (e.g., basic education) • Influencing regulatory frameworks/expenditure (through policy dialogue based on NHDRs or the 20/20 findings) • Capacity development for policy analysis/implementation (e.g., creation of knowledge networks, frameworks for decentralization of service provision) • Utilization of pilot projects for policy advice	Costa Rica, Côte d'Ivoire, Djibouti, Dominican Republic, Ecuador, Georgia, Guatemala, Kuwait, Haiti, India, Jordan, Lebanon, Morocco, Republic of Moldova, Peru, Philippines, Turkey, Tuvalu, Yemen

132. As for progress, country offices report a positive effect of UNDP cooperation on either influencing policy choices for basic social services or improving the implementation of policy. The most notable feature of performance, however, is the limited success of social-protection activities although the reasons for this situation are not apparent from the ROAR data alone.

Access to, and utilization of, information and communication technologies

133. UNDP has recently begun to provide a more strategic response to demands for assistance relating to the use of ICT for development, now one of the six priority practice areas. Although this is a new area, 24 country offices reported already in 2000 under the poverty goal and more are expected in 2001. Performance was good with positive change reported for 63 per cent of outcomes and with annual targets either fully or partially achieved for 92 per cent of outputs (81 per cent fully and 11 per cent partially).

134. UNDP efforts are currently concentrated on increasing access to ICT, reflecting the mainly downstream nature of ICT-related work at present, followed by support for policy and regulatory frameworks. Notable activities include assistance for the development of national ICT strategies and regulatory frameworks to promote access and use; pilot interventions that test ways to harness ICT for development and poverty reduction (for example, telecentres in rural areas, telemedicine and distance-learning projects to serve remote communities), with UNV demonstrating a capacity for effective outreach in this respect; and as also mentioned under goal 1, e-governance initiatives that promote more responsive, accountable, and efficient governance structures through on-line networks that connect governments with people, and give poor people, in particular, a means by which to participate in the political processes that affect them. UNDP also performs an important role as broker or facilitator, bringing together the Government, private sector and civil society to identify shared interests and develop working partnerships to provide ICT as a public service and promote its use as a development tool, particularly for the poor.

135. UNDP partnerships in this area are mainly with the private sector and research institutions that provide technical inputs for policy advice, capacity development and pilot initiatives. In this regard, the RBAP regional programme reports some success with the Asia-Pacific Development Information Programme, which has

contributed to spin-offs such as the Regional Networking Academy Programme, founded through public-private partnerships.

Emerging issues

136. The in-depth analysis for sub-goal 2 shows that there are opportunities for UNDP to influence policies and strategies of direct import to the assets of the poor, in particular to focus its resources better and strengthen its upstream impact:

- UNDP objectives, strategies and messages with regard to the asset base of the poor must have a systematic upstream orientation. In collaboration with other United Nations organizations, UNDP can increase its focus on advocacy and advisory services and introduce pilots to promote changes in policy, legal and regulatory frameworks rather than focus on isolated, downstream interventions. For instance, more can be done to ensure that downstream micro finance interventions are leveraged for impact upstream and also used to disseminate best practices. Similarly, UNDP could build on the 20/20 studies to influence resource allocations for the social sector and to ensure that issues relating to basic social services and systems for risk management are incorporated into poverty-reduction strategies. Finally, there is considerable potential to utilize a re-focused strategy for assets and services as a platform for addressing some of the social implications of liberalization and, more broadly, globalization.
- There is a pressing need to develop the organizational strategies and capabilities that can harvest the considerable potential of ICT for development more effectively. Experience gained so far points, among other things, to three key concerns: the pro-poor focus of UNDP work needs to be addressed more explicitly as part of the narrowing of the digital divide; the poverty focus should be complemented by a gender-specific approach since the gender gap is one of the most prominent features of the digital divide; and more effort should be made to tap the potential for public-private partnerships to promote access to ICT.

C. Goal 5, sub-goal 2: Conflict prevention, peace-building and sustainable recovery and transition in countries emerging from crisis

137. The international community faces an urgent task in understanding and acting on conflict as a development challenge. As a case in point, of the 34 countries that are furthest away from achieving the development goals adopted at the United Nations global conferences of the past decade and reaffirmed at the Millennium Summit, almost two thirds (22 countries) are affected by current or recent conflict (OECD/DAC, Measuring Development Progress: A Working Set of Core Indicators, 2000). Responding to conflict and seeking long-term solutions for its causes have, therefore, become an essential part of the fight against extreme poverty. The ROAR data for 2000, have thus to be read in light of the increasing momentum within UNDP to address the development dimensions of conflict, as set out by the Executive Board in its decision 2001 (see also document DP/2001/4).

138. As its aims and approaches indicate, the CPC paper recently approved by Executive Board (decision 2001/1) is also designed to leverage UNDP capabilities more successfully within the changed global policy environment that has emerged recently, in particular, as a result of the Brahimi Report. The report not only adds to earlier reviews calling for a radical overhaul of the whole system of peace operations - based on a holistic and integrated approach to conflict prevention, peace-keeping and peace-building – but also notes the untapped potential of UNDP for providing critical leadership in implementing peace-building activities in cooperation with other United Nations organizations.

139. The many facets of CPC situations is, in fact, evident from the ROAR data, particularly the very high proportion of country offices reporting under goal 5 (and sub-goal 2) who have also provided information under the other goals in the SRF. Nevertheless, as far as the data for sub-goal 2 are concerned, they indicate a relatively higher priority in reporting on recovery processes at the community level and capacity development of institutions to advance human security (table 10). A second tier is composed of work on policy frameworks that link relief to development as well as support for peace-building and prevention of relapses into conflict. There is very little on United Nations system coordination, an observation also made under goal 6.

Table 10. Relative emphasis on areas of support

Areas of support	Number of country offices reporting
Recovery processes at community level	17
Capacity development of institutions to advance human security	14
Policy frameworks that link relief and development	11
Peace-building and prevention of relapses into conflict	9
United Nations system coordination in post-conflict situations	5

140. A total of 33 country offices reported under this sub-goal. From a regional perspective, most reporting was from country offices in the Africa region with the least from the Asia and the Pacific region. With regard to performance, positive change was reported for 54 per cent of outcomes while annual targets were achieved for 89 per cent of outputs (67 per cent fully and 22 per cent partially); adjusted for weak targets, the rate drops to 78 per cent. There was cross reporting on community recovery between increasing livelihoods, sustainable reintegration and building the capacity of social structures to sustain recovery, which unfortunately undermined, albeit modestly, the impact of achievement at the output level.

Recovery processes at the community level

141. UNDP assistance in this area is affected by two important contextual factors: the large proportion of internally displaced persons and returnees who are dependent on humanitarian aid and the often limited opportunities for displaced persons and returnees to create secure livelihoods. Nearly all UNDP interventions are, therefore, related to empowerment and social cohesion, embracing a broad range of activities, from infrastructure development and provision of livelihood opportunities to surveys of and efforts at reintegration of displaced persons, all of which are being undertaken at the community or regional, rather than national, levels. With reference to

capacity development of social structures to sustain recovery, UNDP efforts are also primarily in the area of empowerment and social cohesion with activities including the training of community members as well as support for community organization and reconciliation processes.

142. With regard to performance, positive change was reported for 49 per cent of outcomes. It was evident that as the proportion of the population dependent on humanitarian aid declined, the demand for the development services of UNDP increased. Such was and remains the case in East Timor, Kosovo and Liberia, where the decline was 63 per cent, 30 per cent and 25 per cent, respectively. Minimal progress was reported, however, towards the creation of employment opportunities for returning populations or ex-combatants in Indonesia and Papua New Guinea. In East Timor, women benefited from agricultural micro-credit projects while in the Congo, 15,000 beneficiaries, principally women and youth, received livelihood support through micro-credit. Efforts towards the reintegration of displaced persons were at too early a stage of implementation to yield discernible progress in countries such as Eritrea, Guinea and Somalia although there was some resettlement activity in Bosnia and Herzegovina and Burundi. With regard to the capacity of social structures to sustain peace and development, a presidential task force for peace and development was established in the Philippines, leading to substantial community-level organization around peace issues; a significant proportion of the population in the border areas of Armenia received greater access to services; and resource mobilization to assist the development of community-level institutions was under way in the Democratic Republic of the Congo and Lebanon.

Capacity development of institutions to advance human security

143. Mine action is one of the two main focuses under this area of support. The strongest pattern in this regard is the emphasis on the development of national capacity for data collection and analysis, coordination, and planning and management of mine action by local authorities. Activities include the actual collection and processing of data and support for training and policy development for national mine-action centres. Partnerships emerge as a significant factor, with UNDP usually in the role of leader/coordinator. Partners include international NGOs (such as CARE), the United Nations Mine Action Service (UNMAS) and donor Governments. An example of the catalytic role played by UNDP is provided in the Lao People's Democratic Republic, where the organization administers a trust fund for mine action supported by 13 donors.

144. The other emphasis in this area of support is on the reintegration of ex-combatants into local communities within the wider context of reducing the availability of small arms. To this end, offices in some of the affected countries – such as the Central African Republic, the Democratic Republic of Congo, Solomon Islands, Somalia, and Tajikistan - are increasingly involved in an integrated development approach to small-arms reduction and the reintegration of former combatants, building on the results of successful pilot schemes in Albania and Mali. Within this approach they are, among other things, developing schemes to reduce the number of small arms, provide vocational training for ex-combatants and build national capacity for demobilization and reintegration.

145. With regard to performance, positive change was reported for 64 per cent of outcomes, the highest level under any area of support within sub-goal 2. Achievements were mostly in relation to both the establishment and functioning of national mine-action bodies as well as policy or strategy development. To take a few examples: international advisors are in the process of being phased out from mine centres in the Lao People's Democratic Republic; the Government in Bosnia and Herzegovina approved the creation of a single body to address mine issues, to consolidate efforts that were previously spread across several organizations; in Angola, a database on mines and unexploded ordnance (UXO) became operational nationally; management training was under way in Croatia; and mine-action strategies were adopted with UNDP cooperation in Croatia and Somalia. Progress was made in the clearance of mines, for example, in the Lao People's Democratic Republic, where 690 hectares of land were cleared of mines, over 60,000 UXO were removed and more than 700 villages visited to raise awareness about mines. In the Democratic Republic of the Congo, Solomon Islands and Somalia, progress was made in coordinating demobilization efforts of donors and United Nations organizations.

Policy frameworks that link relief to development

146. The efforts by UNDP in this area focus mainly on the integration of the related dimensions of recovery, peace-building and prevention in programming and policy. In working towards this development change, UNDP acts as a key player in partnerships involving local governments, CSOs, United Nations organizations and the World Bank.

147. There were reports of positive change for 57 per cent of outcomes. Some of the most notable examples of progress included: cooperation in the formulation of a policy on the transition from emergency assistance to recovery and rehabilitation in Angola; also in Angola, the development of minimum standards and guidelines for the resettlement of internally displaced persons; initiation of discussions among the warring factions in Sierra Leone on the modalities for disarmament and demobilization; the establishment of dialogue processes in Georgia and Sudan to address peace-building and rehabilitation issues; the ongoing implementation of four regional programmes for conflict prevention in Colombia; and the achievement of operational aid coordination and planning mechanisms in Angola and Sierra Leone. In relation to the latter point, the effective disbursement of aid was an issue reported on by a few country offices primarily focused on the testing of modalities to bring stakeholders together to discuss strategic issues as, for instance, in Afghanistan, where UNDP organized donor focus groups to coordinate planning on the issues that concern the transition from relief to development, including the provision of education and sustainable livelihoods.

Peace-building and the prevention of relapses into conflict

148. Among the very small number of country offices reporting under this area of support, UNDP efforts are split between two types of interventions: those aimed at increasing the linkages between the peace-building activities of the United Nations system and those directed towards strengthening community-based and national mechanisms for the peaceful arbitration of disputes. On the whole, performance was adequate with positive change recorded for 50 per cent of outcomes.

149. The limited coverage under this sub-goal reflects the choice of country offices in CPC situations to report certain activities directly under other thematic goals such as governance or environment. What stands out from the limited data, however, is the development of some interesting partnership arrangements. In Africa, for example, UNDP has developed a partnership with the Organization of African Unity, partly through the provision of financial and technical support, in an effort to strengthen the latter's capacity for conflict prevention. Employing its neutrality as a critical factor, UNDP is also working with local authorities in Bosnia and Herzegovina and the Philippines to support peace processes. In the Congo, UNDP is the only international institution that has working links with the follow-up committee on the cease-fire accords.

150. Concerning progress towards peace-building strategies articulated by the United Nations system, ongoing efforts include cooperation for adjusting development strategies in Burundi, Georgia, Rwanda and Sudan as well as the formulation of a peace-building and rehabilitation strategy in the Solomon Islands.

151. Limited reporting makes it difficult to draw conclusions on the strengthening of mechanisms for the peaceful arbitration of disputes. UNDP support appears to target weak mechanisms for arbitration such as the local institutions involved in dispute resolution in Burundi and Sierra Leone. In El Salvador, an innovative programme is addressing the increased number of casualties that have occurred subsequent to the cessation of hostilities, by encouraging better understanding of and taking practical actions to prevent violence in society. The programme includes components to raise community awareness on violence, collect small arms, establish networks against gender violence, and offer diploma programmes on the reduction of intra-family violence.

United Nations system coordination in post-conflict situations

152. The available data, albeit limited, show that UNDP is working to reduce the lack of connections betwe relief and development in United Nations system cooperation and to establish a more coherent and effect response to post-conflict recovery and peace-building. Although positive change reported for outcomes was 54 cent, the low level of reporting in this area of support (and also under goal 6 with respect to this particular issue worrying, considering UNDP leadership of the resident coordinator system. The reasons for this situation clea need to be understood by UNDP and appropriate action taken.

Emerging issues

153. There are three main issues, of importance to the CPC paper, that arise from the in-depth analysis:

- There is a pressing need to formulate clear policies and strategies in the areas of peace-building a prevention;
- Awareness-raising, knowledge-sharing and training of field staff must be part of any implementat strategy to ensure that shared ideas are shaping effective programmes on the ground and that g practice is influencing policy development and programme replication in other countries a regions;
- More precise articulation of the development dimension of CPC situations in the SRF is requir This will enhance formulation and implementation of CPC programmes and also enable UNDP assess better its performance in CPC situations in order to facilitate strategic planning a management, promote learning and mobilize resources.

III. The integrated resources framework 2000

154. The integrated resources framework (IRF) reflects in one table the estimated use of UNDP resources for the various categories of recipients, contributions and support. A new feature of the IRF for 2000 is the breakdown of programme expenditure by SRF thematic goal (6) and sub-goal (14), based on the relative distribution of estimated expenditure reported in country office ROARs. The breakdown by thematic goal is given in table 1, annex V, while the percentage distribution of expenditure by sub-goal is given in table 2, annex V. As this new feature indicates, UNDP is committed to providing more timely and accurate estimates of expenditure in future releases of the ROAR.

I. Programme expenditures

155. Overall, the impact of lower voluntary contributions can be clearly perceived. The estimated regular ("core") programme expenditure in the year 2000 amounted to $420 million (including programme support through implementing agents) which is significantly lower than the comparable figure for 1999 of $541 million[1] and the average annual delivery of $660 million estimated in the MYFF. As was the case in 1999, close to 60 per cent of these resources were spent in the least developed countries (LDCs).

156. Table 1, annex V, however, shows a significant increase in the delivery of other ("non-core") programme resources in the category of third party cost-sharing and trust funds, from an amount of $534 million in 1999[2] to an estimated amount of $586 million in 2000, including programme support through implementing agents. Approximately one third of these programme resources were expended in LDCs. Programme delivery in the category of government cost-sharing is projected at $873 million, which is significantly lower than the comparable 1999 figure of $948 million.[3] Nevertheless, taken together, the estimated delivery of other programme resources in 2000 ($1.459 billion) was closer than in 1999 to the annual average of $1.492 billion projected in the MYFF.

II. Programme expenditures by goal and sub-goal

157. As shown in figure 8 (and table 1, annex V), the greatest share of total available programme resources in 2000 was delivered in the three areas of governance (42 per cent), poverty reduction (31 per cent) and the environment (14 per cent). This applies to both regular and other resources; in the latter case, it is especially evident within government cost-sharing with 53 per cent and 35 per cent of resources spent on governance and poverty reduction, respectively. The focus within the sub-category of third-party cost-sharing and trust funds, however, is different: the highest percentage of these resources (30 per cent) was delivered under special development situations, followed by the environment (28 per cent) and governance (26 per cent).

158. In the area of gender, delivery of regular programme resources was 4 per cent of the total. Factoring in other resources lowers the proportion substantially to just 1 per cent, highlighting the importance of core resources for cooperation in this key area of the UNDP mission. It should be emphasized that this figure does not represent the proportion of resources actually dedicated by UNDP to gender concerns since, by virtue of gender-mainstreaming, the predominant share of expenditure in this regard is covered under the other thematic goals. For the same reason, the modest amount of resources captured under UNDP support to the United Nations system within the "Programme" category must be interpreted with caution.

159. On the whole, the pattern of estimated expenditure during 2000, whether for regular or other resources, follows the rank ordering reported in the ROAR 1999. An interesting departure which merits further scrutiny, however, is the significantly larger share of expenditure under special development situations. This may reflect the effects of a methodology which, unlike that used in 1999, was able to draw upon data reported directly by country offices in order to determine the relative distribution of expenditure across goals and sub-goals.

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[1] This final figure is higher than the estimate of $477 million reported in the ROAR 1999.
[2] The estimate provided in the ROAR 1999 was $477 million.
[3] The estimate provided in the ROAR 1999 was $882 million.

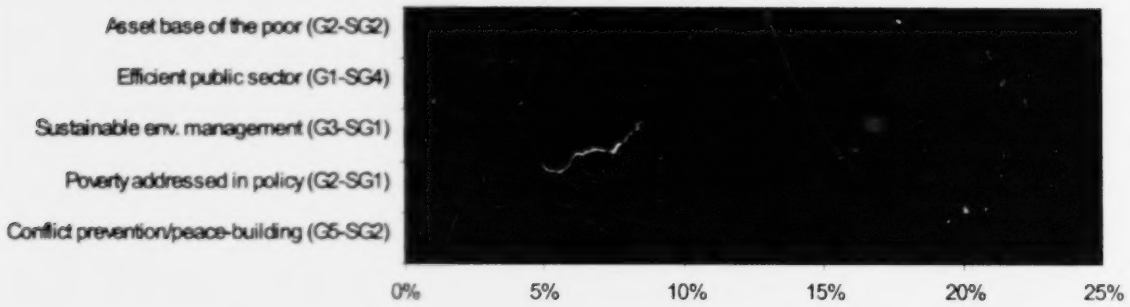
Figure 8: Distribution of estimated programme expenditure by goal, 2000 (percentage of the total)

* This does not mean the absence of expenditure. As shown in table 2, annex V, UNDP support to the United Nations accounted for 1% of regular programme resources spent in 2000. When the relevant amount is computed as a proportion of all resources, however, the figure drops below 1per cent.

160. A broader look at expenditure during 2000 draws attention to four key issues (figure 9):

- Investment in the public sector, which has been characterized earlier as orthodox in its approach, absorbs the lowest share of regular programme resources delivery but the highest proportion of government cost-sharing within governance which, in combination, not only makes it the best funded sub-goal within the this particular thematic goal but also second among all sub-goals within the SRF. This finding suggests that adjusting the UNDP governance portfolio to address emerging challenges will be dependent upon the increased availability of regular resources;
- The asset base of the poor – the component of the UNDP portfolio under poverty reduction most in need of improved focus and performance – attracts the same proportion of regular resources as the more successful area of policy work; with the addition of other resources, it accounts for the dominant share of expenditure under this thematic goal and, indeed, of any sub-goal within the SRF. This pattern strongly reinforces the call made earlier in the ROAR for an evaluation of the orientation and sustainability of UNDP cooperation in this specific area;
- The pattern of delivery under environment clearly shows the heavy reliance of the UNDP portfolio on other resources. Two facts illustrate this point: (a) in 2000, UNDP spent three times as much of its core programme resources on poverty reduction than on the environment and (b) other resources accounted for more than 80 per cent of all expenditure on the environment, with delivery under the sub-category of third-party cost-sharing and trust funds – including GEF and the Montreal Protocol – playing a large role (representing half of all expenditure under the thematic goal);
- The distribution of delivery under special development situations was consistent with the priorities in the CPC paper recently approved by the Executive Board in its decision 2001/1, especially the relatively greater emphasis on conflict prevention, peace-building and sustainable recovery.

Figure 9: The top five sub-goals by estimated programme expenditures, 2000 (percentage of total estimated expenditure)



III. Programme support, management/administration, support to United Nations operational activities

161. Overall, biennial support budget expenditures in 2000 were well within the targets set out in the MYFF, which aim at a zero-nominal growth budget, in other words, real reductions once inflation and other cost increases are taken into consideration. Some of the key findings are as follows:

- Net programme support expenditure funded from regular resources (adjusted for GLOC income) amounted to $123 million, almost exactly the same as for 1999 ($124 million). While a projection of $30 million for GLOC and other income was stated in the ROAR 1999, the year 2000 net figure of $123 million is based on the actual GLOC and other income for 2000 of $21 million;
- Management and administration expenditure decreased significantly compared to 1999 by some $8 million to $52 million. This decrease was due mainly to relatively high expenditure in 1999 on specific activities of a non-recurrent nature;
- Expenditure for support to United Nations operational activities decreased from $73 million to $66 million, mainly because of an increase in UNV income, which offsets expenditure, and lower overall expenditure at the country office level.

IV. Regular resources: prospects for 2001 and beyond

162. According to provisional data for 2000, total net income received was $634 million against the projection in the ROAR 1999 of $682 million and the MYFF target of $800 million. Current estimates of gross contributions to regular resources for 2001, using the United Nations official exchange rate as of 1 May 2001, are just over $670 million, a projected increase of about 6 per cent over the level in 2000 but still below the MYFF target of $900 million.

163. The projected gross income figures for 2001, however, do not do justice to the positive increase in commitments to UNDP regular resources made by 20 countries in 2001. This adverse outcome is attributable to the effects of the strong United States dollar. According to current projections for 2001, it is expected that as many as 14 OECD/DAC donors will increase their contributions to regular resources in local currency terms in 2001, and that only one DAC donor will reduce its contribution in local currency terms during the year. Half of this group of donors is expected to increase their contributions by 10 per cent or more, with two donors increasing their contributions by over 36 per cent and 43 per cent, respectively. The same political commitment to an enhanced regular resource base for UNDP is again reflected by the fact that some 30 programme countries have pledged to the

regular resource base of the organization despite considerable constraints. Developments in the volume of contributions to regular resources are, therefore, encouraging, given that most donors have either resumed a growth path and/or maintained the growth in their contributions for the second and third consecutive year. This suggests that the downward trend in voluntary contributions may be bottoming out in 2001.

164. The widespread endorsement at the Ministerial Meeting in 2000 of the UNDP reform process continues to provide an important impetus to the rebuilding of political commitment to the organization. This, coupled with the steady progress being made through the MYFF/ROAR process to demonstrate clear results, and through implementation of the Business Plans to strengthen the organization and its performance, has provided important stimulus to resource mobilization. Sustaining this dynamic process to ensure the continued engagement of Ministers and their commitment to joint action remains key to rebuilding regular resource levels to agreed MYFF targets. In this regard, the recent trend towards a significant increase in other (non-core) resource contributions to UNDP, while welcome, should not be seen as a solution to the problem since regular and other resources are not interchangeable, a reality which has been demonstrated by the evidence in the ROARs for 1999-2000.

165. The ability of UNDP to fulfil its mandate, promote development change in cooperation with partners, and mobilize other resources depends on an adequate and secure regular funding base that guarantees the organization's multilateral, impartial and universal character. In this sense, regular (core) contributions remain the bedrock of UNDP and putting the regular resource base back on a path of sustainable growth to meet agreed targets still remains the overriding priority.

IV. Operational issues

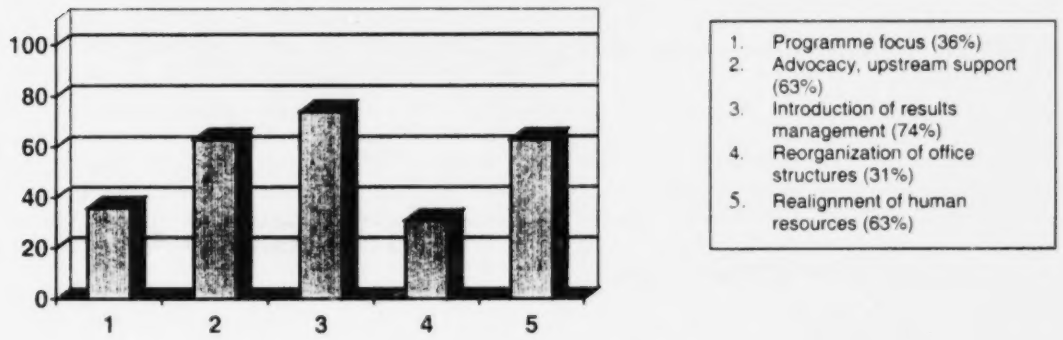
166. In presenting the MYFF in 1999, a special results area was designed to plan for, measure, and report on the efficiency of country offices and headquarter units in transforming the organization's resources into development results. This results area – now captured in the Country Office Management Plan (COMP) - specifically deals with the question: how efficient has the organization been? It combines the key transformation goals of the Business Plans with the essential parameters for efficient programme management. The emphasis on results gives greater prominence to a number of key issues pertinent to the re-engineering of the organization as follows:

- Importance of limiting areas of intervention to those of greatest local comparative advantage (narrowing the programme focus);
- Ensuring that downstream interventions have strong links to policy to ensure greater impact (advocacy and support to upstream interventions) and to make policy more relevant to grass-roots poverty;
- The need to be more strategic in partnerships;
- The need to realign resources behind opportunities and the urgency of reorganizing human resources and restructuring to meet the challenges of the new environment.

167. The findings from this section complement those of the six goals of the SRF and provide an insight into the operations of the organization. In addition, the information is being used to construct the balanced scorecard for the organization. While the COMP is intended to be used by country offices to manage, measure and report on their management performance, the scorecard captures the progress organization-wide towards the transformation goals of the Business Plans.

168. The present chapter summarizes the key findings from the reports sent by country offices.

Figure 10. Management activities in selected areas (per cent of country offices reporting)



Programme focus

169. The opportunity for narrowing the focus occurs primarily although not exclusively at the time of CCF preparation, usually once every three to five years. This explains the proportion of country offices (36 per cent), reporting positive results, as shown in figure 10. In addition to narrowing the focus, the total number of projects is also being reduced to lower the spread of resources and decrease administrative costs.

Advocacy and support to upstream interventions

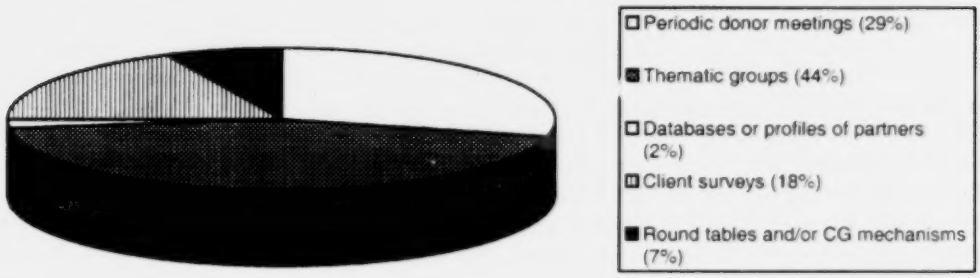
170. Efforts to support upstream interventions became a major preoccupation of country offices in 2000. In this respect, the principal tool for analysis and advocacy was the NHDR (55 per cent of country offices reported on this in 2000). Other tools mentioned include think tanks, workshops, using the mass media and publications, and

preparing policy papers. Some 15 per cent of country offices also mentioned information technology tools in this context. Looking to the future, UNDP will have to design effective forms of support for converting soft interventions, such as advocacy, into hard results at the outcome level. Naturally, this must be accompanied by better instruments for monitoring and appraisal of results from upstream activities.

Partnership-building

171. Country offices reported on various processes and tools for strengthening and monitoring partnerships as shown in figure 11.

Figure 11. Relative reporting on main partnership-building mechanisms


Periodic donor meetings (29%)
Thematic groups (44%)
Databases or profiles of partners (2%)
Client surveys (18%)
Round tables and/or CG mechanisms (7%)

172. About one fifth of country offices have also developed electronic networking with partners. The practice, however, of formulating clear strategies for partnerships aimed at collaborative work that transforms outputs into outcomes is still in its infancy and will benefit from further guidance and support from headquarters in the future.

Application of results-based management

173. The high proportion of country offices (more than two thirds) reporting achievements in the application of results-based management confirms the initial movement toward results orientation. Activities include the involvement of staff in the formulation of plans and setting of targets for the management of the country office and programmes, revising projects and programmes to include outcomes and indicators, and sensitization of partners to the UNDP results orientation. Already a number of good practices on the application of results-based management are being studied for replication as part of the pilots being coordinated by the Evaluation Office. It will take some time, however, to change the institutional culture.

Resource management

174. In the updates of their management targets for 2001-2003, country offices report that the decline of UNDP core resources seriously undermines the successful implementation of programmes. Reduction of the country-office budget is seen as a serious constraint on transformation towards the key functions of upstream advocacy and policy advice, support to the United Nations Country Team and development services. Among the difficulties mentioned were decreased ability to maintain the momentum of change and effectively develop new products and services, hampered efforts to enhance capacity for upstream policy services and reduced level of policy and programme support to national partners.

175. Programme resource limitations adversely affect the scale of UNDP support; its leverage, for example, the ability to use seed money to attract non-core funding as well as to pursue upstream advocacy and policy analysis and advice; and the credibility of UNDP as a major development partner vis-à-vis national and other partners. Furthermore, this directly reduces the potential of UNDP to lead development partners in supporting government coordination of aid.

Reorganization of office structures and human resources

176. About one third of country offices (31 per cent) reported on restructuring the office. This was driven partly by the decline in the budget and partly in order to narrow the focus of, or restructure, programmes to produce more specific and better-defined results. A special programme for the reprofiling of country offices was launched in 2000 by the Bureau of Management to ensure that the budget reductions are situated within the wider context of reprofiling the organization in the light of the Business Plans and the reduced availability of funding.

177. The reprofiling exercise led by the Bureau of Management will cover all countries in the current year and will therefore raise the proportion of country offices basing their staff realignment actions on some form of functional analysis to 100 per cent from the 22 per cent recorded in 2000.

178. Office reorganization also enabled the enhancement of strategic functions such as policy support (Bulgaria), advocacy (Bolivia) or partnership-building (Cameroon). Stronger client orientation and better adjustment to the business environment is reported as an additional consideration (Honduras). Similarly, changes in office staffing and staff allocation are reported by 63 per cent of country offices (varying from 36 per cent in RBEC to 91 per cent in RBLAC). These figures indicate the efforts, by most offices, to optimize human resources in response to programme and operational demands through staff reduction, redeployment and recruitment as shown in the chart below.

Figure 12: Relative rates of reporting on staff realignment actions

V. Conclusion

179. The ROAR 2000 presents an account of UNDP performance over the past year, signals the major challenges on the way forward and points to the opportunities for growth. Recent pledges of support from programme and non-programme countries suggest that the organization is indeed on the right track.

180. The ROAR 2000 reveals an organization responding to the rapidly evolving needs of programme countries. The growing body of good practices and emerging results demonstrates that where UNDP is more narrowly focused on clearly identified development changes, makes judicious use of entry points and resources, and forges effective partnerships with Governments and other development actors, it is able to make an important contribution not only towards outcomes in programme countries, but also towards the common goals of the international community.

181. UNDP must now draw on its unique strength to:

(a) Further prioritize the focus areas where it has comparative advantage, as demanded by programme countries;

(b) Refine the substantive content of organizational priorities and contributions;

(c) Forge cross-cutting synergies;

(d) Ensure that poverty reduction is viewed through the lens of human development;

(e) Set pragmatic timeframes for the achievement of results along the continuum of upstream support - from policy analysis and advocacy through planning and implementation;

(f) Bridge the gap between intent and capacity to ensure that the credibility of UNDP commitments is underpinned by adequate internal resources.

182. At the organizational level, results-based management provides UNDP with (a) a systematic, coherent approach to planning, monitoring and reporting on its results and (b) the tools with which to more effectively pursue the results articulated by programme countries in their CCFs.

183. The complementarity between core and non-core resources in funding the work of the organization in its priority practice areas is clearly demonstrated in the ROAR 2000. The report also provides evidence of the difficulties faced when core funding for policy-level activities is so scarce that it severely limits the ability of the organization to respond in a timely manner and to use seed money to mobilize non-core resources. Additional core resources are essential to achieve agreed, timely results at the country level and to grasp new opportunities before they are lost.

184. In the one year that has elapsed since the first ROAR, considerable progress has been achieved not only in terms of progressing towards the goals of the Business Plans but, even more importantly, in focusing attention and resources on achieving results in reducing poverty in the areas agreed with programme countries. As the tools and practices of results-based management are further internalized within UNDP and increasingly applied, it will become possible to determine more precisely the effectiveness of development cooperation in achieving its ultimate purpose of poverty reduction.

ANNEX I
NOTE ON THE METHODOLOGY

I. UNDP and results-based management in 2000

1. The methodology used to prepare this results-oriented annual report (ROAR) is based on adjustments made during the year in concepts, tools and information management.

Concepts

2. The definitions of outputs and outcomes remained the same: "Outputs are the specific products and services which emerge from processing inputs through programme or non-programme activities. Outputs, therefore, relate to the completion (rather than the conduct) of activities and are the type of result over which managers have a high degree of influence. Outcomes are actual or intended changes in development conditions, which UNDP interventions are seeking to support. They describe a change in development conditions between the completion of outputs and the achievement of impact", (see technical note on the UNDP results framework circulated to all operational units, of 1 December 2000).

The definition of partnerships, was modified to emphasize their strategic and substantive character. The strategic dimension of results-based management (RBM) was also reinforced by requesting country offices to stay within a range of 6 to 10 outcomes in their strategic results frameworks (SRFs), as compared to an average of 40 to 45 in 1999.

Tools and methods

3. Refinements in the tools and methods used to prepare the ROAR include the following:

(a) The content of the SRF was rationalized. A list of sample outcomes and outcome indicators was provided to country offices, as was a set of corporate outcomes and associated corporate outcome indicators (as replacements for the generic outcome indicators used, with limited success, in 1999). Country offices were requested to pick the corporate outcome and related indicator, provided they captured adequately an intended result at the country level.

(b) The use of indicators in the SRF was made more rigorous. First, each outcome indicator had to be accompanied by a baseline and an end-SRF target. Second, output indicators were replaced by more specific and verifiable annual targets (one or more per output for each year of the SRF).

(c) A more systematic approach to partnerships was followed, centred on the development of a partnership strategy statement, complemented by a description of the role of UNDP in partnerships and by information on the identity and contributions of major partners.

(d) The typology of outcomes and outputs was designed to improve clarity (see box below).

(e) A list of 23 situational indicators was included in the ROAR, based on the Common Country Assessment (CCA) indicator framework and the data set of the national human development report.

(f) Financial data were also introduced in the ROAR through reporting on estimated expenditures for 2000 according to goal and sub-goal (by source of funds).

Information management

4. A major development in 2000 was the introduction of a common database for use by country offices and the regional and global programmes. This database incorporates the SRF, ROAR and the COMP, enables web-based uploading of data and provides search and reporting options.

Typology of outcomes and outputs

A. Strategy-setting and policy options
Results which contribute to the formulation and implementation of policies and change in legal and regulatory frameworks.

B. Regional cooperation and global public goods
Results which ensure that the needs of the poor are taken into account in action at the regional and global levels in areas such as South-South economic and technical cooperation, environment, trade and investment.

C. Capacity development
C1. Institutions: results contributing to the enhanced ability of organizations and institutions to make more efficient, equitable and sustainable use of human, financial, social and natural resources.
C2. Data: results concerning improvements in the ability to gather and analyse data in support of SHD and to ensure their use in policy-making processes.

D Empowerment and social cohesion
Results focused on social cohesion and the empowerment of excluded and vulnerable groups.

E Innovation and scaling-up through pilot interventions
Results focused on the use of lessons learnt from innovative approaches and the scaling-up of effective pilots into policy formulation or the reform of legal or regulatory frameworks.
Source: Abridged text from the technical note on the UNDP results framework, 1 December 2000

II. The ROAR 2000 methodology

5. The methodology applied this year enhanced the transparency, accuracy and overall credibility of the analysis. It addressed two major tasks: (a) an overall assessment of performance; and (b) an in-depth analysis, focused on the three sub-goals agreed jointly with the Board. There was also a parallel effort to corroborate the data reported in the ROAR with information available from other independent sources, such as country reviews and evaluations (see annex II).

Overall performance assessment

6. The methodology applied had three main elements:

(a) *Screening the data.* Although every effort was made through staff training to ensure that the information reported on outputs and their associated annual targets met minimum standards of substantive quality, specificity and quantity, it was anticipated that some variation from the established norm would still occur. To account for such variation, and ensure reliable cross-country and cross-thematic comparison, all outputs and their annual targets were reviewed for consistency with the minimum standards set. Those outputs which fell below the standards were excluded from the analysis, a relatively rare occurrence. Annual targets which were similarly judged were classified as "weak", a phenomenon which varied in its frequency both within and across Goals.

(b) *Assessing performance separately for outcomes and outputs.* This was a notable departure from 1999 when a single rating was given, based on a composite of performance at outcome and output level. This modification made it possible to: reveal the potential variation in performance which might arise from the differing nature of outputs and outcomes; isolate performance directly attributable to UNDP; and limit the element of judgement used in the analysis.

(c) *Related to the above, modifying the classification of progress.* At outcome level, the progress reported by country offices was rated on a three point scale: positive change, as determined by the evidence of movement from the baseline towards the end-SRF target measured by an outcome indicator; negative, an actual reversal to a level below the baseline measured by an outcome indicator; and unchanged. This rating method, therefore, avoided a qualitative assessment of the extent of progress made such as "significant" or "some".
Performance at the output level was assessed by looking at the achievement of annual targets reported by country offices. Progress was rated on a three point scale: yes (achieved), no (not achieved), and partial (only if, for example, two-thirds or more of a quantitative target had been achieved).

In-depth analysis

7. The methodology for in-depth analysis sought to provide a description or synthesis of the developmental changes that UNDP expects to achieve with partners by 2003, its contribution through outputs and partnership-building and the progress made during 2000. The methodology was built around two main components:

(a) Using the data provided by country offices to describe, first, the outcomes sought and the contribution of UNDP through outputs and partnership-building; and, second, the progress being made towards outcomes (where possible), any significant achievements at output level and any notable developments in forging partnerships during 2000.

(b) An attempt was also made to probe the data by clustering similar outcomes within each strategic area of support (SAS) under a selected sub-goal. The aim was to use the information on indicators within each cluster to develop a baseline, or range of baselines, and end-SRF targets for the cluster, thereby providing a more measurable, transparent and verifiable description of the development changes sought by UNDP and its partners during the SRF period. This approach proved difficult to implement, however, for practical reasons, such as the absence of sufficiently large clusters of similar outcomes.

III. Assessment of the methodology

Data quality

8. Data quality in 2000 generally improved over 1999 in terms of specificity, relevance and manageability although, as the specifics below indicate, there is still significant room for improvement:

(a) *Outcomes and outcome indicators.* The specification of outcomes and outcome indicators improved noticeably in 2000, primarily as a consequence of the sample list. Country offices, however, revealed widely varying ability to set appropriate baselines and end-SRF targets for their outcome indicators;

(b) *Outputs and output targets.* There were two concerns with regard to outputs: first, there was a tendency in some cases towards conflating multiple outputs into a single output statement; and, second, there were cases of outputs which were simply activities;

(c) *Partnerships.* The quality of reporting on this issue continued to disappoint because of its unfocused nature. The major obstacle in this respect appears to be the difficulty in articulating a strategy, instead of presenting a list of partners;

(d) *Financial data.* The information provided by country offices made it possible to identify patterns of estimated expenditures across goals and sub-goals. It was less reliable, however, for generating authoritative figures on estimated expenditure;

(e) *Database issues.* The use of a standardized worldwide database yielded major gains in two key areas: a lower level of non-reporting; and, the reduced occurrence of errors in data entry, since the information was entered at the source by country offices. There were, nevertheless, some obvious but unavoidable limitations, in terms of user-friendliness and bug-free operations, which increased the work load considerably;

(f) *SRF design issues.* Despite the rationalization of the SRF, some overlap remained, especially between strategic areas of support, in the thematic categories on governance, poverty and the environment and between the special development situations and other thematic categories;

(g) *ROAR design issues.* The narrative section proved, once again, to be a helpful source of additional data and analysis on performance, especially in the more nuanced area of soft interventions. Another feature of the redesign which did not work, however, was the approach to partnerships, which limited reporting to a specific section of the narrative text.

Utilization of the situational indicators

9. Situational indicators are designed to monitor development trends that delineate the wider context of UNDP efforts and, more broadly, those of the national and international development community. The current group of indicators – drawn from the CCA and the HDR data set – contains a mixture of variables that can change rapidly from year to year (gross domestic product per capita) and others (access to sanitation and safe water) that

evolve slowly. They present, therefore, a composite picture of the development thrust – from both a short-and long-run perspective.

10. Country offices were requested to report on situational indicators for the first time in their respective ROARs for 2000. The wide variation in the quality and completeness of the data supplied by country offices, however, made the situational indicators an impractical tool for comparative analysis of the evolving development context. The available alternative, which was to assemble comprehensive and comparable data from the HDR database, would have implied presenting tables whose data pre-dated the ROAR by two years.

11. The experience with situational indicators in 2000 highlights some of the obstacles that need to be overcome in the medium-term. A more immediate decision has to be made in the meantime on the handling of situational indicators in subsequent ROARs, starting with the report for 2001.

Assessment of cross-cutting issues

12. A continuing concern from the ROAR 1999 is the difficulty in extracting information on cross-cutting issues. To address this constraint, data were screened in order to register any evidence on five sets of issues: (a) gender mainstreaming, both in the way results are planned and reported as well as in substantive terms; (b) linkages between governance, poverty reduction, conflict prevention, peace-building and crisis recovery; (c) use of information and communication technology (ICT); (d) promotion of public-private partnerships; and (e) interesting cases of innovation. In the case of gender-mainstreaming, for example, most results and progress reports were not disaggregated by sex and few cross-references existed between reporting on gender and other thematic categories. This particular quandary, however, cannot be resolved simply or quickly because it probably reflects the combined effects of lack of clarity and skills within UNDP on gender-mainstreaming and the poor (albeit improving) availability of data in many countries.

Aggregation and rating of performance

13. A major methodological challenge raised in the ROAR 1999 is still valid, for the most part, in the ROAR 2000. It is the possible distortion of assessment resulting from aggregate measures of performance which give equal weight to all results and, therefore, obscure their substantive differences. Three issues require further analysis: (a) the quality of outputs and their annual targets; (b) the quality of outcomes, including their scope; and (c) the strength of linkage between outputs and outcomes. The methodology of the ROAR 2000 grapples with the first: the question remains whether it would be possible to construct sound, transparent and quantitative measures to address the other issues and build them into a more comprehensive assessment of performance.

14. Some difficulty also arose in rating performance at the outcome level, given the varying quality of baselines and end-SRF targets for outcome indicators. This required additional vigilance and care in the analysis but did not preclude performance assessment since the updates provided against outcome indicators were sufficiently specific to enable the identification of any progress during the course of 2000.

15. It is nevertheless clear that country offices (and other operating units preparing SRFs) must improve the quality of their baselines and end-SRF targets during the course of 2001.

16. A final concern in performance assessment was the possible distortion of ratings in those limited cases where unusually high numbers of outcomes and outputs were reported by a country office. Such cases were identified and taken into consideration in the analysis.

Interpretation of findings on focus and performance

17. In interpreting the findings for 2000, care should be taken not to exaggerate the extent of under-reporting compared to 1999, since the revised SRFs prepared by country offices were based on corporate guidelines which called for a focus on only the most strategic outcomes. What can be compared between the two years falls into two broad and related categories: (a) the differing priorities or focus emphasized by country offices when they have been required to be more selective as in 2000 compared to 1999 and (b) relative shifts in the scale of activity where the

unit of measurement is the same for both years, such as the number of draft Poverty Reduction Strategy Papers (PRSPs) prepared or national human rights programmes established (with UNDP assistance).

18. On a different front, low levels of performance or even "failure" may well reflect attempted innovations or high-risk ventures, hence, constitute useful sources of learning and adaptation. Unless this caveat is kept in mind, the implementation of RBM may lead to undifferentiated judgements about performance which undermine the incentives for risk-taking and innovation.

19. In relation to the above, the ROAR data can help identify patterns of focus and performance and point to areas of strength and weakness. They are, however, much more limited in explaining why these patterns arise. This task requires more detailed diagnostics which the regional bureaux and other support units are well placed to undertake. From this specific standpoint, therefore, the ROAR can be useful for defining a topical research agenda in support of strategic planning and management in UNDP.

IV. Next steps

20. In confronting the issues raised in this annex, UNDP will need to address the potential transaction costs of additional changes. Five areas do, however, need further attention:

(a) Continued development of staff skills especially in the formulation of intended results, the use of outcome indicators and output targets, and the adoption of a strategic orientation to partnerships;
(b) Ongoing simplification of the SRF and refinement of the methodology, to address the qualitative aspects of results (strength of linkages) and the distortions created by the use of unadjusted or unweighted aggregates of performance;
(c) Reassessment of the current approach to planning, evaluating and reporting on partnerships which do not seem to be working well;
(e) Reconsideration of the costs and benefits of reporting on situational indicators and estimated expenditures;
(f) Major revision of the database to improve user-friendliness, eliminate remaining software bugs and, most importantly for the ROAR 2001, accommodate an analysis module which institutionalizes the methodology and enables further data management for more sophisticated research and analysis, including in-depth diagnostics.

ANNEX II
DATA CORROBORATION

I. Introduction

1. To strengthen the credibility of the ROAR as a viable tool for corporate performance assessment, UNDP has been guided consistently by the need to ensure the accuracy and relevance of data. In 2000, building on the experience of the multi-year funding framework (MYFF) and the ROAR 1999, an exercise was undertaken to assess the degree to which data submitted in the country office ROARs for 2000 could be impartially corroborated by additional performance-related documentation.

2. A small data verification team was established to review data from just slightly over 10 per cent of all UNDP country offices and to assess the extent to which additional, impartial, performance-related documentation supported the outcome and output progress statements submitted in the ROARs. The country offices selected for this in-depth corroboration exercise were: RBA – Benin, Sao Tome and Principe and the United Republic of Tanzania; RBAP - China, Bangladesh and Viet Nam; RBAS - Kuwait, Syria and Yemen; RBEC - Albania, Romania, Ukraine and Uzbekistan; RBLAC - Chile, Guatemala and Guyana.

II. Process and methodology

3. The exercise took the form of a desk review using two UNDP staff members, with no link to the selected country offices, and two independent consultants. This team relied on information sources independent of the ROAR process, which allowed an objective assessment of performance. The preferred sources were evaluations, country reviews and end-project or mid-project assessments undertaken by external consultants. Tripartite reviews were a reliable form of information, as they contained joint assessments of performance between relevant partners.

4. Each outcome and output progress statement in the ROARs was rated against this four-point scale:

(a) Verified - the ROAR update fully supported by the additional information;
(b) Partially verified - parts of the data entered in the updates on progress not confirmed owing to imprecise articulation or absence of information;
(c) Not verified - additional data did not support the updates on progress; and
(d) No documentation - non-availability of documentation to the team.

III. Constraints

5. The most significant constraint that hampered the exercise was the difficulty in obtaining additional and relevant performance-related documentation and the varying levels of independent, impartial assessments which could facilitate corroboration by the team. This affected, in particular, the review of progress towards partnerships.

IV. Main findings

Verification

6. The average percentage rate of corroboration was high for reports of progress on outcomes at some 88 per cent (or 170 out of a total of 194 outcomes). Of these, 129 were fully corroborated, while 41 were partially corroborated. Nine of the 16 country offices reviewed revealed very high rates of corroboration. In five instances - China, Chile, Sao Tome and Principe, Vietnam and Yemen - it was possible to verify 100 per cent of all reported progress at the outcome level. A second group consisting of Albania, Benin, Kuwait and Ukraine came close to this, with verification rates in the order of 90 per cent.

7. Although the corroboration rate for output progress statements is some 8 per cent lower than that for outcomes, it is still high at some 80 per cent (or 285 out of 357 outputs). A similar pattern for outcomes was again found with regard to country offices. A large number of outputs (231) was fully corroborated while only 54 were partially verified.

Non-verification

8. Only 12 per cent (or 24) of all progress reports on outcomes were not corroborated; however, 75 per cent of these reflect non-verification owing to the lack of relevant independent documentation.

9. In the case of outputs, non-corroboration is relatively higher, but still affects only 20 per cent of all output reports (or 72 out of a total of 357). As with outcomes, however, a large number of these relate to outputs which could not be verified owing to the lack of relevant documentation. Only nine out of a total of 357 progress reports on outputs were not corroborated.

V. Overall conclusion and next steps

10. The verification rate for both outcomes and outputs is high at 88 per cent and 80 per cent, respectively. The rate of non-corroborated information is so low as to be considered statistically insignificant with regard to the accuracy of the overall findings.

11. The following points should be noted:

(a) The main difficulty in future exercises of this nature will be to secure relevant and/or independent performance-related documentation;
(b) The alignment of actual country office programming tools and the outcomes and outputs in the SRF will also allow swifter corroboration;.
(c) As a first attempt, this exercise was deliberately limited in its objective to assess the accuracy of the reports submitted. Preparations for the next ROAR should include examining the strength of linkages between outputs and outcomes. This will allow for more definite conclusions about the influence of UNDP assistance on reported outcome-level changes;
(d) The issue of the quality of UNDP support provides room for further work. It is expected that the reports on management will contain data for the required analysis.

ANNEX III
THE REFINED STRATEGIC RESULTS FRAMEWORK

1. THE ENABLING ENVIRONMENT FOR SUSTAINABLE HUMAN DEVELOPMENT

Goal : Creation of an enabling environment for SHD

Sub-goal 1	Strategic areas of support
National, regional and global dialogue and cooperation that widens development choices for sustainable and equitable growth.	1. Management of globalization to support the poor. 2. Public awareness and policy dialogue on sustainable human development. 3. Policy, legal and regulatory reform to support private sector development. 4. Regional and sub-regional cooperation, including ECDC/TCDC.

Sub-goal 2	Strategic areas of support
Strengthened capacity of key governance institutions.	1. Institutional capacity of parliamentary structures, systems and processes. 2. Electoral legislation and institutional capacity of electoral commissions, systems, and processes. 3. Administration of, and access to, justice. 4. Promotion of human rights.

Sub-goal 3	Strategic areas of support
Increased social cohesion based on participatory local governance and stronger local communities and institutions.	1. Social cohesion through development planning and other decision-making processes at the sub-national level. 2. Decentralization policies and allocation of resources to the sub-national levels. 3. Capacity of and partnerships between local authorities and civil society organizations. 4. Self-organization and development of alliances by the poor.

Sub-goal 4	Strategic areas of support
An efficient and accountable public sector.	1. Efficiency and accountability in the civil service. 2. Efficiency of public sector financial management. 3. Aid coordination and management.

II. POVERTY REDUCTION

Goal: Economic and social policies and strategies focused on the reduction of poverty.

Sub-goal 1	Strategic areas of support
Human and income poverty addressed in national policy frameworks	1. Development and implementation of macro- and poverty-reduction policies and strategies. 2. Monitoring of poverty and inequality. 3. Comprehensive strategies to prevent the spread and mitigate the impact of HIV/AIDS.

Sub-goal 2	Strategic areas of support
The asset base of the poor expanded and protected (human, physical and financial)	1. Access to productive resources and assets. 2. Access to basic social services and systems for risk management. 3. Access to, and utilization of, information and communication technologies (ICTs).

III. ENVIRONMENT

Goal: Environmentally sustainable development to reduce human poverty.

Sub-goal 1	Strategic areas of support
Sustainable environmental management and energy development to improve the livelihoods and security of the poor	1. National policy, legal and regulatory framework for environmentally sustainable development. 2. Institutional framework for sustainable environmental management and energy development. 3. Monitoring and assessment of environmental sustainability.

Sub-goal 2	Strategic areas of support
Regional and global instruments for environmentally sustainable development that benefit the poor	1. Regional cooperation and coordination in natural resource management and sustainable energy development. 2. National capacity for participation in global conventions, regulatory regimes and funding mechanisms for environmentally sustainable development.

IV. GENDER

Goal: Advancement in the status of women and gender equality

Sub-goal 1	Strategic areas of support
Gender equality in the decision-making process at all levels.	1. Policy dialogue to improve the condition of women, and remove barriers to their advancement. 2. Advocacy, networking and partnerships for gender equality. 3. Institutionalization of tools and methods to track and measure changes in the condition of women.

Sub-goal 2	Strategic areas of support
Advancement of women through the implementation of global commitments.	1. Development and implementation of national action plans for the advancement of women (implementation of the Beijing commitments), and the gender dimensions of all conference commitments *(cross referenced to other thematic areas of the SRF)*. 2. Ratification, implementation and monitoring of CEDAW, including its Optional Protocol. 3. Measures to reduce violence against women.

V. SPECIAL DEVELOPMENT SITUATIONS

Goal: Reduced incidence of and sustainable recovery and transition from complex emergencies and natural disasters.

Sub-goal 1	Strategic areas of support
Reduced risk of disasters in programme countries.	1. Policy development and advocacy on risk reduction. 2. Capacity development to manage and reduce risk of natural disasters. 3. Support to UN system coordination in natural disaster response, recovery and reduction.

Sub-goal 2	Strategic areas of support
Conflict prevention, peace-building and sustainable recovery and transition in countries emerging from crisis.	1. Advocacy and assistance for national and international policy frameworks that link relief to development. 2. Capacity development of national institutions and civil society organizations to advance human security. 3. Peace-building and the prevention of relapses into conflict. 4. Recovery processes at the community level. 5. UN system coordination in post-conflict environments.

VI. UNDP SUPPORT TO THE UNITED NATIONS

Goal : A coherent and effective UN System.

Sub-goal 1	Strategic areas of support
Accelerated progress on the global agenda for development (including follow-up to global conferences)	1. Strategic leadership of the United Nations Development Group (UNDG) on the global agenda for development: headquarters level 2. Strategic leadership of the resident coordinator system (RCS) on the global agenda for development: country level

Sub-goal 2	Strategic areas of support
Increasingly collaborative, efficient and effective operational activities for development	1. Harmonization and simplification of programming and administrative policies within the UNDG: headquarters level 2. Coordination and collaboration on programming and administration through the Resident Coordinator System: country level 3. UNDP support to non-resident UN agencies: country level

ANNEX IV
STATISTICAL SUMMARY

Table 1: All goals and sub-goals: distribution of outcomes and outputs by typology, 2000

(percentages)

Region	Outcomes (total %)	Outcome typology						Outputs (total %)	Output typology					
		A	B	C1	C2	D	E		A	B	C1	C2	D	E
Goal 1	The enabling environment for sustainable human development													
Sub-goal 1	National, regional and global dialogue and cooperation that widens choices for sustainable and equitable growth													
RBA	100	86	4	6	-	2	2	100	56	4	25	9	5	1
RBAP	100	70	18	12	-	-	-	100	62	5	25	2	5	2
RBAS	100	88	-	13	-	-	-	100	61	-	27	5	5	2
RBEC	100	87	6	6	-	-	-	100	45	7	22	9	9	8
RBLAC	100	97	-	-	-	3	-	100	61	3	19	8	6	2
Sub-goal 2	Strengthened capacity of key governance institutions													
RBA	100	32	-	41	-	26	-	100	10	-	66	-	24	-
RBAP	100	33	-	39	-	28	-	100	28	-	58	7	7	-
RBAS	100	38	-	31	-	31	-	100	14	-	73	9	-	5
RBEC	100	25	-	29	-	46	-	100	21	-	55	-	21	3
RBLAC	100	58	-	31	-	12	-	100	32	2	48	3	11	3
Sub-goal 3	Increased social cohesion based on participatory governance and stronger local communities and institutions													
RBA	100	55	-	42	-	3	-	100	29	-	30	1	26	14
RBAP	100	53	-	44	-	-	3	100	27	-	47	5	15	7
RBAS	100	30	-	70	-	-	-	100	21	-	29	14	14	21
RBEC	100	47	-	42	-	11	-	100	15	3	21	3	36	21
RBLAC	100	63	-	38	-	-	-	100	29	3	31	-	23	14
Sub-goal 4	An efficient and accountable public sector													
RBA	100	5	-	95	-	-	-	100	22	-	64	8	5	-
RBAP	100	-	-	88	-	8	4	100	22	-	60	4	9	4
RBAS	100	-	6	94	-	-	-	100	16	-	63	16	-	6
RBEC	100	6	-	94	-	-	-	100	45	-	45	3	-	7
RBLAC	100	12	-	82	-	6	-	100	11	-	84	2	-	2

Goal 2	Poverty														
Sub-goal 1	Human and income poverty adressed in national frameworks														
RBA	100	56	-	25	17	2	-		100	46	1	23	20	9	2
RBAP	100	46	-	23	31	-	-		100	49	-	18	26	6	-
RBAS	100	55	-	30	15	-	-		100	53	-	16	16	3	13
RBEC	100	54	-	26	20	-	-		100	36	-	27	20	9	9
RBLAC	100	46	3	23	26	3	-		100	35	1	22	16	21	4
Sub-goal 2	The asset base of the poor expanded and protected (human, physical and financial)														
RBA	100	36	-	58	-	2	4		100	26	-	23	3	17	32
RBAP	100	75	-	4	-	18	4		100	31	-	38	3	10	19
RBAS	100	53	-	12	-	35	-		100	10	-	29	3	32	26
RBEC	100	68	-	-	-	18	14		100	36	-	7	14	14	29
RBLAC	100	48	-	14	3	34	-		100	14	2	32	2	34	17
Goal 3	Environmentally sustainable development to reduce human poverty														
Sub-goal 1	Sustainable environmental management and energy development to improve the livelihoods and security of the poor														
RBA	100	45	-	35	15	3	3		100	47	4	33	7	5	4
RBAP	100	39	-	52	3	6	-		100	34	-	36	10	11	9
RBAS	100	50	-	35	8	4	4		100	33	7	29	13	1	17
RBEC	100	31	-	46	6	6	11		100	27	-	44	5	6	17
RBLAC	100	32	2	45	2	7	11		100	33	2	31	6	10	19
Sub-goal 2	Regional and global instruments for environmentally sustainable development that benefits the poor														
RBA	100	33	33	33	-	-	-		100	24	26	34	8	3	5
RBAP	100	60	20	20	-	-	-		100	51	5	38	-	2	4
RBAS	100	36	27	36	-	-	-		100	17	27	23	13	-	20
RBEC	100	14	29	43	5	5	5		100	23	6	43	9	11	9
RBLAC	100	36	43	14	7	-	-		100	33	26	15	15	-	11
Goal 4	Gender														
Sub-goal 1	Gender equality														
RBA	100	37	-	30	7	27	-		100	38	-	33	7	21	-
RBAP	100	14	-	48	14	24	-		100	42	6	36	15	-	-
RBAS	100	30	-	20	10	40	-		100	22	-	17	17	44	-
RBEC	100	16	-	32	5	47	-		100	31	-	27	-	42	-
RBLAC	100	17	-	42	33	8	-		100	20	-	27	27	27	-
Sub-goal 2	Implementation of global commitments														
RBA	100	42	-	17	8	33	-		100	29	-	14	29	29	-
RBAP	100	-	-	-	33	67	-		100	33	-	33	17	17	-
RBAS	100	33	-	-	-	67	-		100	11	-	22	-	67	-
RBEC	100	17	-	33	-	50	-		100	21	-	21	-	58	-
RBLAC	100	33	-	33	-	33	-		100	43	-	14	14	29	-

Goal 5	**Special development situations**														
Sub-goal 1	**Reduced risk of diasters in programme countries**														
RBA	100	83	-	-	17	-	-	100	40	-	40	10	-	10
RBAP	100	58	-	42	-	-	-	100	61	-	30	4	4	-
RBAS	100	67	-	33	-	-	-	100	43	-	29	29	-	-
RBEC	100	67	-	22	-	11	-	100	33	-	39	22	6	-
RBLAC	100	82	-	18	-	-	-	100	36	-	64	-	-	-
Sub-goal 2	**Conflict prevention, peace-building and sustainable recovery and transition in countries emerging from crisis**														
RBA	100	48	3	15	6	27	-	100	5	-	21	9	65	-
RBAP	100	50	-	16	-	34	-	100	34	-	26	6	32	2
RBAS	100	26	-	37	5	26	5	100	21	-	38	7	31	3
RBEC	100	35	-	39	4	22	-	100	23	-	25	8	40	5
RBLAC	100	33	-	33	-	33	-	100	4	4	46	7	39	-
Gaol 6	**UNDP support to the United Nations**														
Sub-goal 1	**Accelerated progress**														
RBA	100	72	-	4	24	-	-	100	74	-	13	9	-	4
RBAP	100	75	-	-	25	-	-	100	63	-	29	8	-	-
RBAS	100	67	-	-	33	-	-	100	86	-	7	7	-	-
RBEC	100	68	-	-	32	-	-	100	78	-	3	9	3	6
RBLAC	100	46	-	-	54	-	-	100	76	-	16	8	-	-
Sub-goal 2	**Increasingly collaborative, efficient and effective operational activities for development**														
RBA	100	56	-	14	-	-	30	100	74	-	12	5	1	7
RBAP	100	31	-	28	3	-	38	100	59	-	27	6	4	4
RBAS	100	48	-	13	-	-	39	100	68	3	12	-	-	18
RBEC	100	42	-	19	-	-	38	100	63	3	6	6	-	23
RBLAC	100	52	-	19	-	-	29	100	65	10	19	2	-	4

Note on table All numbers are in percentages and should be read row-wise. For example, goal 1, sub-goal 1: 86 per cent of Africa's outcomes were classified at the policy level (A 4 per cent at the B level; 6 per cent at the C level; and 2 per cent each at the D and E levels.

Typology

A Strategy-setting and policy options
B Regional cooperation and global public goods
C1 Capacity development (institutions)
C2 Capacity development (data collection and monitoring)
D Empowerment and social cohesion
E Innovation and scaling-up through pilot interventions

Table 2. Activities of countries by goal, sub-goal and strategic area of support

Country/territory	Strategic area of support	Goal 1: Enabling environment for governance — Sub-goal 1: Globalization	Sub-goal 1: Policy dialogue	Sub-goal 1: Private sector development	Sub-goal 1: Regional cooperation	Sub-goal 2: Parliament	Sub-goal 2: Elections	Sub-goal 2: Justice	Sub-goal 2: Human rights	Sub-goal 3: Sub-national participation	Sub-goal 3: Decentralization	Sub-goal 3: Partnerships	Sub-goal 3: Alliances by the poor	Sub-goal 4: Civil service	Sub-goal 4: Financial management	Sub-goal 4: Aid management	Goal 2: Poverty reduction — Sub-goal 1: Policies developed/ implemented	Sub-goal 1: Monitoring	Sub-goal 1: HIV/AIDS strategies	Sub-goal 2: Access to resources and assets	Sub-goal 2: Access to social services	Sub-goal 2: Access to ICT
AFRICA		**5**	**25**	**8**	**4**	**21**	**12**	**10**	**13**	**11**	**21**	**9**	**1**	**17**	**2**	**15**	**32**	**15**	**29**	**27**	**7**	**4**
Angola			x								x							x	x			
Benin			x	x		x			x					x			x	x	x	x		
Botswana											x						x	x	x	x		
Burkina Faso		x				x				x							x		x	x		
Burundi			x			x			x	x	x			x		x	x		x	x		
Cameroon		x	x	x										x				x	x	x		
Cape Verde										x	x	x				x	x		x	x		x
Central African Republic			x	x		x		x									x	x	x	x		
Chad			x			x										x	x		x	x		
Comoros							x										x			x	x	
Congo						x	x															
Côte d'Ivoire		x	x	x		x	x	x	x	x	x				x	x	x	x	x	x	x	x
Democratic Republic of the Congo			x											x		x	x		x			
Equatorial Guinea			x					x	x	x	x					x	x		x	x		
Eritrea								x				x		x			x		x			
Ethiopia						x			x		x			x					x	x	x	
Gabon											x			x			x		x	x		
Gambia			x	x		x		x				x					x	x	x	x		
Ghana						x														x		
Guinea			x	x							x	x					x					
Guinea Bissau			x			x	x	x	x	x	x	x		x	x	x						
Kenya									x		x								x	x		
Lesotho							x										x	x	x			
Liberia			x	x										x								
Madagascar									x			x					x		x	x		
Malawi						x	x				x			x			x			x	x	
Mali			x			x						x				x	x	x		x	x	
Mauritania									x		x		x	x				x		x		x
Mauritius		x	x					x												x		
Mozambique			x			x		x			x			x			x		x	x		
Namibia											x					x	x		x			
Niger			x			x					x					x	x		x	x		
Nigeria		x	x			x	x				x					x	x	x	x	x		
Rwanda			x		x	x	x	x	x	x	x	x		x		x	x	x		x		
Sao Tome and Principe			x				x							x		x						
Senegal			x			x					x					x		x	x		x	
Sierra Leone								x									x					
South Africa			x		x	x				x							x		x			
Swaziland			x							x							x		x	x		x

Table 2. Activities of countries by goal, sub-goal and strategic area of support

	Goal 1: Enabling environment for governance															Goal 2: Poverty reduction					
	Sub-goal 1				Sub-goal 2				Sub-goal 3				Sub-goal 4			Sub-goal 1			Sub-goal 2		
Country/territory / Strategic area of support	Globalization	Policy dialogue	Private sector development	Regional cooperation	Parliament	Elections	Justice	Human rights	Sub-national participation	Decentralization	Partnerships	Alliances by the poor	Civil service	Financial management	Aid management	Policies developed/ implemented	Monitoring	HIV/AIDS strategies	Access to resources and assets	Access to social services	Access to ICT
Togo		x		x		x		x		x					x	x	x	x			
Uganda								x	x				x			x	x		x		
United Republic of Tanzania			•		x	x				x	x		x		x	x	x				
Zambia		x		x		x		x	x						x	x		x			
Zimbabwe			x		x								x				x	x			
ASIA AND THE PACIFIC	**8**	**8**	**7**	**6**	**9**	**4**	**8**	**10**	**8**	**10**	**6**	**5**	**11**	**6**	**4**	**17**	**12**	**9**	**17**	**5**	**6**
Afghanistan																					
Bangladesh					x	x		x	x							x		x			
Bhutan										x			x						x		
Cambodia					x					x					x	x	x				
China	x			x			x									x					x
Cook Islands										x											
East Timor				x			x	x				x	x			x					
Fiji					x											x		x	x		
India		x									x					x			x	x	
Indonesia	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	
Iran, Islamic Republic of	x	x			x			x					x			x					
Kiribati			x														x				
Lao, People's Democratic Republic	x	x			x		x			x			x		x	x		x	x		x
Malaysia	x			x							x										x
Maldives									x										x		x
Marshall Islands	x																		x		
Micronesia, Federated States of			x										x								
Mongolia		x			x			x								x			x		
Myanmar												x						x	x	x	
Nepal							x	x		x		x					x				x
Niue																x					
Pakistan						x				x						x			x		
Palau														x					x		
Papua New Guinea									x										x		
People's Democratic Republic of Korea	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x
Philippines								x	x					x		x	x		x		
Samoa							x						x	x		x					
Solomon Islands					x				x								x				
Sri Lanka								x		x	x						x		x		
Thailand		x		x						x			x				x	x	x		
Tokelau			x																		
Tonga																x	x	x			
Tuvalu			x								x		x							x	
Vanuatu								x	x								x		x		

Table 2. Activities of countries by goal, sub-goal and strategic area of support

	Goal 1: Enabling environment for governance															Goal 2: Poverty reduction					
	Sub-goal 1				Sub-goal 2				Sub-goal 3				Sub-goal 4			Sub-goal 1			Sub-goal 2		
Strategic area of support / Country/territory	Globalization	Policy dialogue	Private sector development	Regional cooperation	Parliament	Elections	Justice	Human rights	Sub-national participation Decentralization		Partnerships	Alliances by the poor	Civil service	Financial management	Aid management	Policies developed/ implemented	Monitoring	HIV/AIDS strategies	Access to resources and assets	Access to social services	Access to ICT
Viet Nam	x	x	x					x					x	x		x	x	x			
ARAB STATES	**6**	**14**	**3**	**1**	**3**	**1**	**2**	**9**	**2**	**3**	**5**	**4**	**9**	**4**	**3**	**12**	**4**	**1**	**10**	**5**	**1**
Algeria	x	x	x					x								x				x	
Bahrain		x											x						x		
Djibouti		x									x		x	x		x			x		
Egypt	x	x						x	x							x					x
Iraq		x										x				x				x	
Jordan	x							x							x	x			x		
Kuwait		x			x		x						x			x	x				
Lebanon								x				x	x				x		x		
Libyan Arab Jamahiriya		x								x			x						x		
Morocco								x						x		x			x		
Saudi Arabia	x	x						x			x		x			x					
Somalia		x	x	x	x		x		x		x	x		x	x	x			x		
Sudan		x			x			x		x	x	x	x			x			x	x	
Syrian Arab Republic		x	x										x		x	x			x		
Tunisia	x	x						x			x			x			x				
United Arab Emirates	x	x						x					x							x	
Yemen		x				x				x						x	x	x	x	x	
EUROPE AND THE COMMONWEALTH OF INDEPENDENT	**5**	**21**	**5**	**7**	**4**	**1**	**5**	**11**	**4**	**3**	**8**	**1**	**8**	**3**	**6**	**13**	**6**	**12**	**5**	**7**	**7**
Albania	x	x	x			x		x			x		x		x						
Armenia	x	x	x								x						x	x			
Azerbaijan		x									x		x			x					
Belarus		x	x					x			x					x		x			x
Bosnia and Herzegovina		x							x						x		x			x	
Bulgaria		x									x					x		x			
Croatia		x																	x		
Czech Republic				x																	
Estonia		x						x			x										
Former Yugoslav Republic of Macedonia		x									x							x	x	x	
Georgia		x	x	x	x		x	x					x	x	x	x	x			x	
Hungary				x													x			x	
Kazakhstan					x			x								x					
Kyrgystan										x			x			x		x			
Latvia	x	x					x						x			x		x			
Lithuania		x					x	x					x			x					
Poland		x							x									x			
Republic of Moldova		x					x	x								x	x	x			
Romania	x	x	x	x	x			x	x						x	x		x	x	x	x

Table 2. Activities of countries by goal, sub-goal and strategic area of support

	Goal 1: Enabling environment for governance															Goal 2: Poverty reduction					
	Sub-goal 1				Sub-goal 2				Sub-goal 3				Sub-goal 4			Sub-goal 1			Sub-goal 2		
Strategic area of support / Country/territory	Globalization	Policy dialogue	Private sector development	Regional cooperation	Parliament	Elections	Justice	Human rights	Sub-national participation Decentralization		Partnerships	Alliances by the poor	Civil service	Financial management	Aid management	Policies developed/ implemented Monitoring		HIV/AIDS strategies	Access to resources and assets	Access to social services	Access to ICT
Russian Federation	x	x		x				x				x	x								
Slovakia				x							x								x		x
Slovenia				x									x								
Tajikistan		x			x			x	x	x				x		x	x			x	x
Turkey		x		x						x								x			x
Turkmenistan		x						x						x	x	x		x		x	x
Ukraine		x					x								x	x		x	x		x
Uzbekistan		x																			
LATIN AMERICA AND THE CARIBBEAN	**3**	**20**	**2**	**1**	**5**	**4**	**10**	**6**	**4**	**8**	**4**	**1**	**11**	**3**	**3**	**17**	**11**	**8**	**14**	**7**	**4**
Argentina		x	x			x	x						x					x		x	
Barbados													x	x		x	x				
Belize	x	x														x		x			
Bolivia		x						x	x				x			x	x				x
Brazil		x			x		x			x			x						x	x	
Chile		x								x						x		x			
Colombia							x	x								x	x	x	x		
Costa Rica		x									x					x			x		
Cuba		x									x			x				x	x		x
Dominican Republic										x					x	x				x	
Ecuador	x	x		x			x			x						x	x			x	
El Salvador		x							x	x			x			x			x		
Guatemala		x					x				x		x			x	x		x	x	
Guyana					x	x											x		x		
Haiti		x				x				x						x	x				
Honduras		x			x		x		x						x	x	x	x			
Jamaica		x											x				x		x		x
Mexico						x						x							x		
Nicaragua		x									x				x	x			x		
Panama		x			x								x			x					
Paraguay	x	x	x				x	x								x			x		
Peru		x					x	x					x					x	x		
Trinidad and Tobago		x								x			x				x		x		x
Uruguay		x					x	x					x			x			x	x	
Venezuela		x			x		x	x	x	x				x		x	x	x		x	
TOTAL PROGRAMME COUNTRIES	27	88	25	19	42	22	35	49	29	45	32	12	56	18	30	91	48	59	78	31	22

Table 2 (continued)

Country/territory	Goal 3: Environment					Goal 4: Gender						Goal 5: Special development situations								Goal 6: UNDP Support to the United Nations		
	Sub-goal 1			Sub-goal		Sub-goal 1			Sub-goal 2			Sub-goal 1			Sub-goal 2							
	Strategic area of support: Policy/regulatory framework	Institutional framework	Monitoring and assessment	Regional cooperation	National capacity	Policy dialogue	Advocacy, networking	Institutionalization of mainstreaming	National action plans	CEDAW	Violence against women	Policy and advocacy	Capacity development	Support to United Nations system	Advocacy and assistance	Capacity development	Peace-building	Community recovery processes	United Nations system coordination	Leadership of RCS	Coordination and collaboration through RSC	Support to non-resident agencies
AFRICA	**14**	**11**	**8**	**5**	**15**	**13**	**9**	**3**	**9**	**2**	**5**	**3**	**2**	**1**	**3**	**5**	**3**	**7**	**1**	**20**	**33**	**4**
Angola	x					x									x	x				x	x	
Benin	x					x															x	
Botswana			x	x		x						x									x	
Burkina Faso	x				x																x	
Burundi	x		x		x	x											x	x		x	x	x
Cameroon	x				x				x											x	x	x
Cape Verde	x	x	x		x	x	x														x	
Central African Republic																x						
Chad			x			x															x	
Comoros		x			x															x	x	
Congo						x										x		x			x	
Côte d'Ivoire																				x	x	
Democratic Republic of the Congo	x								x							x		x			x	
Equatorial Guinea																					x	
Eritrea			x		x				x							x		x			x	
Ethiopia		x			x				x					x							x	
Gabon				x				x													x	
Gambia			x																	x		
Ghana		x					x													x		
Guinea					x	x	x											x			x	
Kenya	x										x									x		
Lesotho		x		x			x		x											x		
Liberia	x																	x			x	
Madagascar	x								x				x								x	
Malawi			x			x															x	
Mali		x		x				x												x		
Mauritania	x						x													x		
Mauritius		x			x			x													x	x
Mozambique		x																		x		
Namibia				x	x						x									x	x	
Niger		x								x											x	
Nigeria			x		x				x												x	
Rwanda	x					x	x		x		x		x		x		x	x		x	x	x
Sao Tome and Principe																					x	
Senegal		x					x													x		
Sierra Leone						x									x		x		x	x	x	
South Africa	x																			x	x	
Swaziland						x														x	x	
Togo	x				x		x			x										x	x	
Uganda					x																x	

Table 2 (continued)

Country/territory	Goal 3: Environment — Sub-goal 1: Strategic area of support: Policy/regulatory framework	Goal 3: Environment — Sub-goal 1: Strategic area of support: Institutional framework	Goal 3: Environment — Sub-goal 1: Strategic area of support: Monitoring and assessment	Goal 3: Environment — Sub-goal 2: Regional cooperation	Goal 3: Environment — Sub-goal 2: National capacity	Goal 4: Gender — Sub-goal 1: Policy dialogue	Goal 4: Gender — Sub-goal 1: Advocacy, networking	Goal 4: Gender — Sub-goal 1: Institutionalization of mainstreaming	Goal 4: Gender — Sub-goal 2: National action plans	Goal 4: Gender — Sub-goal 2: CEDAW	Goal 4: Gender — Sub-goal 2: Violence against women	Goal 5: Special development situations — Sub-goal 1: Policy and advocacy	Goal 5: Special development situations — Sub-goal 1: Capacity development	Goal 5: Special development situations — Sub-goal 1: Support to United Nations system	Goal 5: Special development situations — Sub-goal 2: Advocacy and assistance	Goal 5: Special development situations — Sub-goal 2: Capacity development	Goal 5: Special development situations — Sub-goal 2: Peace-building	Goal 5: Special development situations — Sub-goal 2: Community recovery processes	Goal 5: Special development situations — Sub-goal 2: United Nations system coordination	Goal 6: UNDP Support to the United Nations — Leadership of RCS	Goal 6: UNDP Support to the United Nations — Coordination and collaboration through RSC	Goal 6: UNDP Support to the United Nations — Support to non-resident agencies
United Republic of Tanzania		x							x													x	
Zambia					x	x						x									x		
Zimbabwe					x		x					x											
ASIA AND THE PACIFIC	**12**	**15**	**2**	**2**	**23**	**14**	**5**	**3**	**4**	**3**	**3**	**6**	**4**	**4**	**3**	**4**	**4**	**8**	**4**	**15**	**22**	**3**
Afghanistan												x	x	x	x		x	x	x		x	
Bangladesh	x				x				x			x								x		
Bhutan		x			x			x												x	x	
Cambodia		x				x															x	
China	x				x	x															x	
Cook Islands					x															x	x	
East Timor	x												x					x			x	
Fiji					x	x																
India	x				x	x								x						x		
Indonesia	x	x	x	x	x	x	x					x	x	x	x	x	x	x	x	x	x	x
Iran, Islamic Republic of	x				x																x	
Kiribati					x															x		
Lao, People's Democratic Republic of					x					x						x				x		
Malaysia					x	x															x	
Maldives		x			x	x	x													x	x	
Marshall Islands					x																	
Micronesia, Federated States of		x			x																x	
Mongolia	x	x																				
Myanmar		x					x													x	x	
Nepal	x	x				x															x	
Niue					x																	
Pakistan	x				x	x			x												x	
Palau					x																	
Papua New Guinea		x									x							x			x	
People's Democratic Republic of Korea	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x
Philippines	x	x																x		x	x	
Samoa																				x		
Solomon Islands		x														x	x		x			
Sri Lanka		x			x													x			x	
Thailand		x			x	x												x		x	x	x
Tokelau																				x	x	
Tonga					x	x	x	x	x	x	x											
Tuvalu						x																
Vanuatu					x																x	
Viet Nam	x	x			x	x						x										
ARAB STATES	**9**	**10**	**2**	**3**	**8**	**8**	**2**	**2**	**5**	**1**	**1**	**1**	**4**	**-**	**1**	**2**	**1**	**5**	**1**	**8**	**12**	**5**
Algeria		x			x	x							x							x		

Table 2 (continued)

Country/territory	Goal 3: Environment — Sub-goal 1: Strategic area of support: Policy/regulatory framework	Goal 3: Environment — Sub-goal 1: Strategic area of support: Institutional framework	Goal 3: Environment — Sub-goal 1: Strategic area of support: Monitoring and assessment	Goal 3: Environment — Sub-goal: Regional cooperation	Goal 3: Environment — Sub-goal: National capacity	Goal 4: Gender — Sub-goal 1: Policy dialogue	Goal 4: Gender — Sub-goal 1: Advocacy, networking	Goal 4: Gender — Sub-goal 1: Institutionalization of mainstreaming	Goal 4: Gender — Sub-goal 2: National action plans	Goal 4: Gender — Sub-goal 2: CEDAW	Goal 4: Gender — Sub-goal 2: Violence against women	Goal 5: Special development situations — Sub-goal 1: Policy and advocacy	Goal 5: Special development situations — Sub-goal 1: Capacity development	Goal 5: Special development situations — Sub-goal 1: Support to United Nations system	Goal 5: Special development situations — Sub-goal 2: Advocacy and assistance	Goal 5: Special development situations — Sub-goal 2: Capacity development	Goal 5: Special development situations — Sub-goal 2: Peace-building	Goal 5: Special development situations — Sub-goal 2: Community recovery processes	Goal 5: Special development situations — Sub-goal 2: United Nations system coordination	Goal 6: UNDP Support to the United Nations: Leadership of RCS	Goal 6: UNDP Support to the United Nations: Coordination and collaboration through RSC	Goal 6: UNDP Support to the United Nations: Support to non-resident agencies
Bahrain	x		x										x								x	x	
Djibouti	x	x				x			x													x	
Egypt	x						x		x							x		x				x	
Iraq																						x	
Jordan	x	x			x	x																x	
Kuwait	x						x											x				x	
Lebanon		x			x																x	x	x
Libyan Arab Jamahiriya					x			x															
Morocco		x			x	x		x													x		
Saudi Arabia		x		x		x															x	x	x
Somalia			x	x									x								x	x	x
Sudan	x	x			x	x			x	x	x	x			x		x	x			x		
Syrian Arab Republic	x	x		x	x																	x	
Tunisia	x	x			x	x															x	x	x
United Arab Emirates		x							x														x
Yemen	x					x			x					x				x			x	x	
EUROPE AND THE COMMONWEALTH OF INDEPENDENT	**9**	**18**	**2**	**5**	**14**	**8**	**6**	**1**	**5**	**2**	**3**	**3**	**3**	**1**	**3**	**5**	**3**	**4**	**2**		**16**	**17**	**6**
Albania		x			x	x			x							x					x	x	
Armenia					x		x						x					x			x	x	
Azerbaijan	x					x	x					x			x							x	
Belarus					x											x	x	x			x	x	
Bosnia and Herzegovina																					x	x	
Bulgaria	x	x				x										x						x	
Croatia		x																					
Czech Republic	x	x			x																x		
Estonia						x															x		x
Former Yugoslav Republic of Macedonia		x	x														x		x		x	x	
Georgia	x	x		x	x	x	x		x	x	x	x	x	x	x						x	x	
Hungary		x			x																	x	
Kazakhstan		x		x		x															x	x	
Kosovo															x		x	x	x		x	x	
Kyrgystan					x				x												x		
Latvia		x																			x		
Lithuania		x							x												x		x
Poland		x																				x	x
Republic of Moldova					x	x															x	x	x
Romania		x	x		x																	x	x
Russian Federation		x																					
Slovakia	x	x			x																		
Slovenia	x	x			x																		

Table 2 (continued)

Country/territory	Goal 3: Environment Sub-goal 1 Strategic area of support: Policy/regulatory framework	Goal 3: Environment Sub-goal 1 Strategic area of support: Institutional framework	Goal 3: Environment Sub-goal 1 Strategic area of support: Monitoring and assessment	Goal 3: Environment Sub-goal Regional cooperation	Goal 3: Environment Sub-goal National capacity	Goal 4: Gender Sub-goal 1 Policy dialogue	Goal 4: Gender Sub-goal 1 Advocacy, networking	Goal 4: Gender Sub-goal 1 Institutionalization of monitoring	Goal 4: Gender Sub-goal 2 National action plans	Goal 4: Gender Sub-goal 2 CEDAW	Goal 4: Gender Sub-goal 2 Violence against women	Goal 5: Special development situations Sub-goal 1 Policy and advocacy	Goal 5: Special development situations Sub-goal 1 Capacity development	Goal 5: Special development situations Sub-goal 1 Support to United Nations system	Goal 5: Special development situations Sub-goal 2 Advocacy and assistance	Goal 5: Special development situations Sub-goal 2 Capacity development	Goal 5: Special development situations Sub-goal 2 Peace-building	Goal 5: Special development situations Sub-goal 2 Community recovery processes	Goal 5: Special development situations Sub-goal 2 United Nations system coordination	Goal 6: UNDP Support to the United Nations Leadership of RCS	Goal 6: UNDP Support to the United Nations Coordination and collaboration through RSC	Goal 6: UNDP Support to the United Nations Support to non-resident agencies
Tajikistan				x	x						x									x	x	x
Turkey	x	x		x	x	x	x	x	x	x	x	x								x	x	
Turkmenistan	x	x					x															
Ukraine	x			x			x															
Uzbekistan		x			x								x							x	x	
LATIN AMERICA AND THE CARIBBEAN	**13**	**19**	**3**	**5**	**12**	**5**	**2**	**3**	**2**	**1**	**5**	**3**	**7**	**1**	**3**	**1**	**1**	**1**	**-**	**13**	**21**	**1**
Argentina		x			x																x	
Barbados		x			x								x							x	x	
Belize	x			x									x								x	
Bolivia	x	x																				
Brazil	x	x																				
Chile		x					x													x	x	
Colombia		x	x										x		x					x	x	
Costa Rica	x	x		x	x		x	x			x	x								x	x	
Cuba		x	x					x													x	
Dominican Republic	x				x				x					x							x	
Ecuador	x	x		x		x							x							x	x	
El Salvador		x										x			x					x	x	
Guatemala	x	x		x		x		x					x		x		x	x		x	x	
Guyana	x	x	x		x	x										x				x		
Haiti		x																				
Honduras					x				x				x								x	
Jamaica		x			x						x									x	x	
Mexico	x				x								x								x	
Nicaragua	x																				x	
Panama		x																			x	
Paraguay	x	x																			x	
Peru		x			x	x															x	
Trinidad and Tobago	x				x					x											x	
Uruguay		x		x	x															x	x	x
Venezuela	x	x			x	x					x	x								x		
TOTAL PROGRAMME COUNTRIES	57	73	17	20	72	48	24	12	25	9	13	16	20	7	13	17	12	25	8	70	105	19

Table 3: UNV vounteers by goal and agency affiliation

Goal	UNDP		OTHER		TOTAL	
	Number of volunteers	number of volunteers/total (percentage)	Number of volunteers	number of volunteers/total (percentage)	Number of volunteers	number of volunteers/total (percentage)
Goal 1: Governance	788	38	873	28	1661	32
Goal 2: Poverty reduction	709	35	1491	48	2200	42
Goal 3: Environment	103	5	78	2.5	181	3
Goal 4: Gender	54	3	9	0.3	63	1
Goal 5: Special development situations	215	10	1356	43	1571	30
Goal 6: UNDP support to the United Nations	179	9	326	10	505	10
Total	2048	100	3133	100	5181	100

"UNDP" indicates funded by UNDP or by UNV when working directly in pursuit of UNDP funded interventions. "Other" indicates all other situations

ANNEX V
IRF TABLES

Table 1: Estimated expenditures, 2000

(SD (millions)

Category	GOALS a/	Programme: Regular resources	Programme: Other cost sharing and trust funds	Programme: Subtotal	Programme: Government cost sharing	Programme: Total	Programme support: Regular resources: Country offices	Programme support: Regular resources: Headquarters	Programme support: Regular resources: GLOC and others	Programme support: Regular resources: Total	Programme support: Other resources b/	Programme support: Total	Management and administration: Regular resources c/	Support to United Nations operational activities: Regular resources b/	Grand total
Country offices, including countries in crisis															
Least developed countries	G1 Governance	68	41	109	6	115									
	G2 Poverty	77	11	88	1	89									
	G3 Environment	25	31	56		56									
	G4 Gender	6	1	7		7									
	G5 Special development situations	19	48	67		67									
Subtotal, least developed countries		195	132	327	7	334	53	15	(5)	63	8	71			405
Other countries	G1 Governance	50	72	122	311	433									
	G2 Poverty	61	58	119	252	371									
	G3 Environment	19	93	112	74	186									
	G4 Gender	6	5	11	4	15									
	G5 Special development situations	14	84	98	29	127									
Subtotal, other countries		150	312	462	670	1,132	60	10	(14)	56	42	98			1,230
Net contributor countries	G1 Governance				136	136									
	G2 Poverty				52	52									
	G3 Environment		2	2	7	9									
	G4 Gender														
	G5 Special development situations														
Subtotal, net contributor countries			2	2	195	197	3	-	(2)	1	8	9			206
All country offices	G1 Governance	118	113	231	453	684									
	G2 Poverty	138	69	207	305	512									
	G3 Environment	44	126	170	81	251									
	G4 Gender	12	6	18	4	22									
	G5 Special development situations	33	132	165	29	194									
Total, all country offices		345	446	791	872	1,663	116	25	(21)	120	58	178	-	-	1,841
Other b/		71	139	210	-	210	2 d/	1		3	6	9			219
Total		416	585	1,001	872	1,873	118	26	(21)	123	64	187	-	-	2,060
Management and Administration													52		52
Support to United Nations															
Programme activities e/															3
Least developed countries	G6 UN Support	3		3		3									3
Other countries	G5 UN Support	1	1	2	1	3									
Net contributor countries	G6 UN Support														6
Subtotal		4	1	5	1	6									
Programme support to resident coordinator system														8	8
Country offices														44	44
DGO														1	1
IAPSO														1	1
UNV (net)														12	12
Total		4	1	5	1	6	-	-	-	-	-	-	-	66	72
Grand total		420	586	1,006	873	1,879	118	26	(21)	123	64	187	52	66	2,184

Notes

a/ E F R R

Distribution per goal based on relative proportions derived from estimated expenditure data submitted by country offices in their ROAPs

Covers, both for regular and other programme resources, regional and global programmes and other (Evaluation, TCDC, Programme of Assistance to the Palestinian People, Central America Development Support Services, etc.)

Programme resources applied to provide effective UNDP support to the United Nations agenda for development

Covers, for this column only, budget related to Programme of Assistance to the Palestine People

Expenses of $268,000 attributed as net cost to zero

Includes programme support/country offices at $47 million and programme support/headquarters $12 million
Excludes management and administration for other resources, which amounts to $3.6 million
Does not reflect other resource activities for UNFPA and UNV

Table 2: Estimated programme expenditures by subgoal, 2000 (percentages)

Goal	Subgoal	Subgoal description	Regular resources	Government cost sharing	Other cost sharing and trust funds	Other total	Grand total
G1-Governance	G1-SG1	National, regional and global dialogue and cooperation that widen development choices for sustainable and equitable growth	9%	7%	5%	6%	7%
	G1-SG2	Strengthened capacity of key governance institutions	6%	6%	12%	7%	7%
	G1-SG3	Increased social cohesion based on participatory local governance and stronger local communities and institutions	12%	6%	7%	6%	7%
	G1-SG4	An efficient and accountable public sector	7%	34%	2%	25%	21%
G2-Poverty	G2-SG1	Human and income poverty addressed in national policy frameworks	19%	5%	8%	6%	9%
	G2-SG2	The asset base of the poor expanded and protected (human, physical and financial)	20%	30%	7%	23%	22%
G3-Environment	G3-SG1	Sustainable environmental management and energy development to improve the livelihoods and security of the poor	11%	9%	16%	11%	11%
	G3-SG2	Regional and global instruments that promote environmentally sustainable development and benefit the poor	2%	0%	12%	4%	3%
G4-Gender	G4-SG1	Gender equality in the decision-making process at all levels	3%	0%	1%	0%	1%
	G4-SG2	Advancement of women through the implementation of global commitments	1%	0%	1%	0%	0%
G5-Special development situations	G5-SG1	Reduced risk of disasters in programme countries	2%	0%	2%	1%	1%
	G5-SG2	Conflict prevention, peace-building and sustainble recovery and transition in countries emergin from crisis	8%	3%	28%	10%	9%
G6-UN Support	G6-SG1	Accelerated progress on the global agenda for development (including follow-up to global conferences)	1%	0%	0%	0%	0%
	G6-SG2	Increasingly collaborative, efficient and effective operational activities for development	0%	0%	0%	0%	0%

Please note that the totals may add up to more or less than 100% owing to rounding
Source: ROAR expenditure estimates, year 2000